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Mobilization Handbook for Installation Manpower Planners

October 1986

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This Handbook is a mobilization guide for manpower requirements and manpower resource planners. It will assist these planners in anticipating mobilization actions, developing and testing plans, and executing plans during a crisis or mobilization. It describes manpower planning processes, guidelines, assumptions, and authorities. The Handbook combines in one document mobilization planning considerations of the various manpower components: active duty, reserve, and retired military, the civilian work force; and commercial contractors. The Handbook discusses analysis of local labor market to determine capabilities and shortfalls that could be expected in meeting the installations's mobilization manpower requirements. It explains time-phasing of manpower to meet time-phased mobilization workload. It also covers training plan development, including cross-training in peacetime, accelerated training in mobilization and on-the-job training. It recognizes problems encountered in past mobilization exercises and offers solutions. Understanding and application of the principles and guidance in the Handbook can help improve our ability to mobilize manpower for future emergencies.

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FOREWORD

This Handbook is issued as a supplement to DoD Directive 1100.18, Subject: Wartime Manpower Mobilization Planning, January 31, 1986. Its purpose is to help reinforce mobilization readiness by providing a planning reference guide for Continental United States (CONUS) installations of the Department of Defense(DoD). It is designed to assist local manpower and personnel planners in anticipating and planning the execution of military and civilian mobilization manpower actions in support of wartime mobilization, deployment and sustaining missions.

The provisions of this Handbook apply to the Office of the Secretary of Defense, the Military Departments, and mobilization, manpower and personnel planners at CONUS installations of the Department of Defense. The terms "Military Services" and "Services," as used herein, refer to the Army, Navy, Air Force, and Marine Corps.

This Handbook is effective immediately and is informational for use by the Military Departments and Military Services. It does not supercede Service guidance but, rather, is intended for use as a supplemental planning tool, consistent with basic Service policies, procedures, and guidance. It does, however, contain some Service-unique actions that may or may not be applicable to all Services. The Services may issue supplementary instructions when necessary to provide for their unique requirements.

Send recommended changes to the Handbook to:

Assistant Secretary of Defense
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Assistant Secretary of Defense

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CHAPTER 1

PURPOSE AND DESIGN

A. PURPOSE

. This Handbook is a mobilization guide for manpower requirements and manpower resource planners at CONUS installations, including Alaska and Hawaii. Its purpose is to assist these planners in anticipating mobilization actions, developing and testing plans, and executing plans during a crisis or mobilization. It describes manpower planning processes, guidelines, assumptions, and authorities. The Handbook combines in one document mobilization planning considerations of the various manpower components: active duty, reserve, and retired military; the civilian work force; and commercial contracting. It recognizes manpower problems encountered in past mobilization exercises and offers solutions. Understanding and application of the principles and guidance in the Handbook can help improve our ability to mobilize manpower for future emergencies.

B. HANDBOOK DESIGN

The Handbook material is arranged from the broad to the specific issues involving mobilization. The discussion leads from a general overview of mobilization in Chapter 2, to focus on preparing, evaluating, and executing mobilization manpower and personnel plans in Chapters 3 and 4. Chapters 5 and 6 go into more detail in explaining the processes used to develop and fill manpower requirements. Chapter 7 is a brief summation. Appendices provide additional details on specific subjects.

CHAPTER 2

MOBILIZATION OVERVIEW

A. DEFINITION

The 1985 draft DoD Master Mobilization Plan (MMP) defines mobilization succinctly and clearly:

> 1. "The act of assembling and organizing national resources to support national objectives in the time of war or other emergencies. 2. The process by which the Armed Forces or part of them are brought to a state of readiness for war or other national emergency. This includes activating all or part of the Reserve Components as well as assembling and organizing personnel supplies, and materiel."

This definition includes all the elements of mobilization concepts, objectives and processes to be addressed in this Handbook.

B. TYPES OF MOBILIZATION

Generally, the nature and imminence of the emergency governs the level of response. There are four defined levels of mobilization:

> "Selective Mobilization - Expansion of the active Armed Forces resulting from action by Congress and/or the President to mobilize Reserve Component units, Individual Ready Reservists, and the resources needed for their support to meet the requirements of a domestic emergency that is not the result of an enemy attack.
>
> Partial Mobilization - Expansion of the active Armed Forces resulting from action by Congress (up to full mobilization) or by the President (not more than 1,000,000) to mobilize Ready Reserve Component units, individual reservists, and the resources needed for their support to meet the requirements of a war or other national emergency involving an external threat to the national security.
>
> Full Mobilization - Expansion of the active Armed Forces resulting from action by Congress and the President to mobilize all Reserve Component units in the existing approved force structure, all individual reservists, retired military personnel, and the resources needed for their support to meet the requirements of a war or other national emergency involving an external threat to the national security.

Total Mobilization - Expansion of the active Armed Forces resulting from action by Congress and the President to organize and/or generate additional units or personnel, beyond the existing force structure, and the resources needed for their support to meet the total requirement of a war or other national emergency involving an external threat to the national security"[1].

There is no set sequence to these levels of mobilization; each depends on the threat to U.S. national security or to our Allies. The requirement to initiate selective mobilization usually will compel the review at all levels of plans and requirements to mobilization on a larger scale.

Additional options are available that do not fall into any single level of mobilization. The President may augment the active Armed Forces by calling to active duty units of the Selected Reserve and Individual Mobilization Augmentees (IMA) totaling up to 100,000 individuals for up to 90 days to meet the requirements of an operational mission. At any time they are required for national defense, Service Secretaries may recall involuntarily any number of military retirees who have retired with 20 or more years of active service.

C. MOBILIZATION AUTHORITIES

All authority to institute mobilization stems from U.S. Code and Public Law. Emergency actions are governed by Congressional action, Executive Orders, federal regulations, departmental regulations and Service regulations derived from U.S. Code and Public Law. Figure 2-1 illustrates some emergency responses available and authorities for their use. Appendix A gives sources of significant authorities that pertain to various emergency conditions.

D. THE MOBILIZATION PROCESS

1. National Level. The President and the National Security Council establish national mobilization policies and objectives. Responsibility for DoD planning, testing, and executing mobilization extends from OSD and its staff elements to JCS amd tje the Military Departments. Parallel responsibilities apply to most other Federal departments and agencies.

2. The Joint Chiefs of Staff. The Organization of the Joint Chiefs of Staff provides guidance to the unified and specified commanders and to the Services concerning mobilization assumptions for operational planning; it assesses mobilization plans, develops mobilization preparedness actions, and plans and conducts mobilization exercises.

3. The Military Services. Service mobilization plans are built upon requirements expressed in approved operation plans (OPLANS). The situation at hand determines the level of mobilization, from selective through total mobilization, which responds to the most demanding operational scenario. Figure 2-2 illustrates the planning structure.

---

1 JCS Pub 1.

AUTHORITY TO ORDER MOBILIZATION/CALL-UP

Situation	Action Required	Authority	Personnel Involved	Remarks
1. Any level of emergency	Publish order to active duty	10 U.S.C. 672 10 U.S.C. 688	Volunteers from National Guard and Reserves. Retired members of the Regular forces and 20 year active duty Reserve Retirees either voluntarily or involuntarily	May be used for any lawful purpose. Consent of the governor is required for NG members serving under 10 U.S.C. 672
2. Domestic Emergency. (Selective Mobilization)	Presidential Proclamation to disperse under 10 U.S.C. 334 & Executive Order under 10 U.S.C. appropriate to purpose of the call	10 U.S.C. 3500, 8500 & appropriate orders of higher authority; 10 U.S.C. 331, 332, 333	National Guard & active forces	May be used for: Federal Aid to states in case of insurrection (10 U.S.C. 331); Enforce federal authority (10 U.S.C. 332); Suppress interference with State & Federal law (10 U.S.C. 333)
3. Operational mission requiring augmentation of active force (100K Callup)	Presidential Executive Order	10 U.S.C. 673b	Units and individuals of Selected Reserve; limited to 100,000 (all services) for up to 90 days. The President may suspend any provision of law relating to promotion, retirement, or separation during any period members of a reserve component are serving on active duty under authority of Section 10 U.S.C. 673c	President must report to Congress within 24-hours on circumstances and anticipated use of forces. May not be used instead of a callup 10 U.S.C. 331 et seq., 3500, 8500, or for disaster relief
4. Contingency operation, war plan, National emergency (Partial mobilization)	Presidential Proclamation of a national emergency & an Executive Order	10 U.S.C. 673	Ready Reserve units and Individual Ready Reserve; limited to 1,000,000 (all services) for up to 2 years	President may extend appointments, enlistments & periods of service when Congress is not in session (10 U.S.C. 671b and 673c
5. War or national emergency (Full or total mobilization)	Passage of a public law or joint resolution by the Congress declaring war or national emergency	10 U.S.C. 672 10 U.S.C. 671(a)	National Guard & Reserve units. IRR Standby Reserve, members of Retired Reserve. No numerical or time limitation unless established by Congress	Unless terminated at an earlier date by the Secretary concerned, the period of active service of any member of an Armed Force is extended for duration of any war and for six months thereafter (10 U.S.C. 671(a)).

Figure 2-1

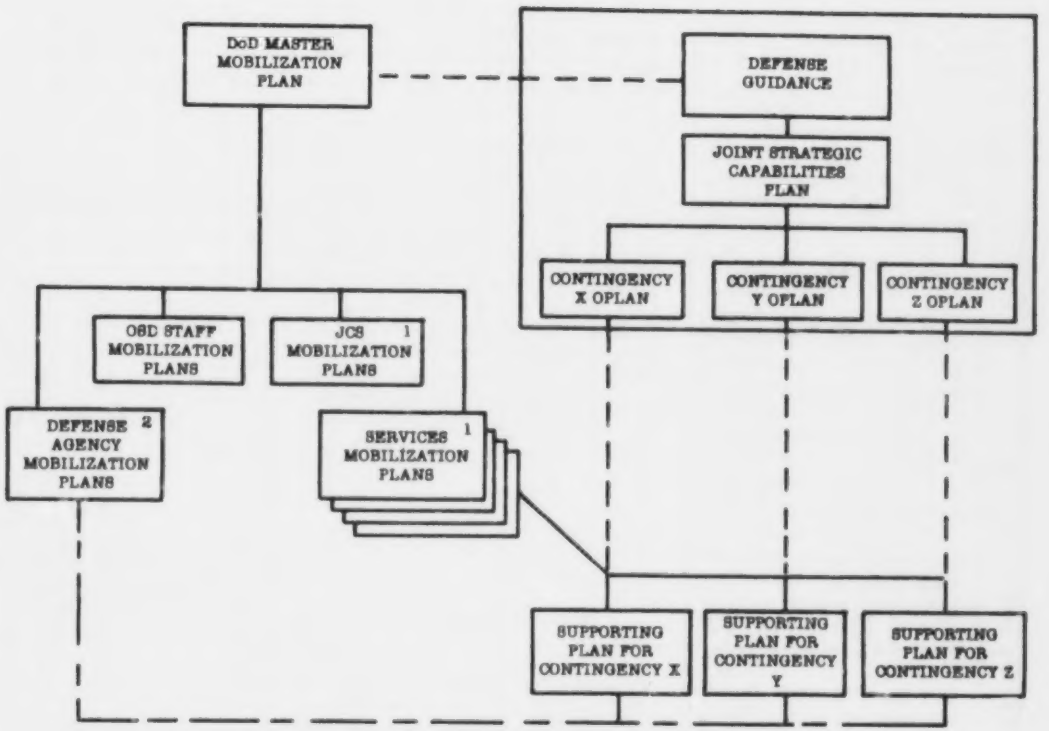
MOBILIZATION PLANNING OVERVIEW

LEVEL

I. **Master Plan-Identifies responsibilities and tasks** for major planning activities within DoD and provides guidance for accomplishing tasks and preparing plans.

II. **Organizational Plans-Detailed** plans describing how each organization will accomplish its assigned tasks including procedures, criteria, and interfaces. These plans are independent of any particular contingency.

III. Contingency-Specific Plans. Provide details of mobilization responses to given contingencies considered more likely or most taxing in terms of mobilization requirements.



Source: DoD Master Mobilization Plan
—— Command
– – Coordination

[1] Includes the documents that now provide mobilization guidance and operation plan mobilization evaluation.
[2] Some agencies develop detailed supporting plans for each contingency.

Figure 2-2

4. Initial Actions. When a national security emergency or war is declared several service-wide actions may occur, such as: (1) initiating military stop-loss actions; (2) requesting to extend terms of enlistment; cancelling leaves; and, (4) curtailing non-essential training. The President may request authority from the Congress to activate the draft. DoD may submit standby legislation to Congress for required additional authorities and provides fiscal and funding guidance to the Military Departments. When the President declares a National Emergency Reserve Components maybe alerted and activation of units and individuals could begin.

5. Service Differences. While there are broad parallels in what each Service does, there are many differences in emphasis or method of operations caused by their unique roles. Army manpower mobilization planning must provide for the reception and training of inductees. The Navy manpower mobilization planning must provide for the manning and supporting of ships at sea at increased tempos of operation and get those in port to sea in a combat ready state. The organization, size, and missions of the Marine Corps permit mobilization planning to be highly centralized in the Headquarters. Air Force manpower mobilization planning needs are closely linked to its equipment inventory and the mobilization process is amenable to strong centralized control by major commands.

6. Other Federal Agencies

a. Other Federal departments and agencies have an important role in mobilization planning and execution. There assignments of emergency preparedness functions are delineated in Executive Order 11490. The National Security Council (NSC) is assisted in the planning and execution of mobilization and civil defense by the Federal Emergency Management Agency (FEMA). FEMA works with other Federal agencies at the national and regional levels, and through regional offices with emergency planners in each state. The Army, as DoD executive agent for civil emergency planning, works directly with FEMA. The normal interface with civil emergency planning at the installation level is through local civil agencies, rather than directly with FEMA regional offices. Installations should refer peacetime problems with civil emergency planning to their higher headquarters for resolution or wartime problems the STARC.

b. Two agencies of special importance to civilian personnel planners are the Department of Labor (DoL) and the Office of Personnel Management (OPM). The DoL monitors national work force activities through its regional offices and affiliated state employment agencies. These agencies operate the local offices of the U.S. Employment Service (USES)[1] with Federal funding support. The local USES offices form a national network and have the principal responsibility for recruiting workers to fill mobilization vacancies at installations and in defense industries. Some USES offices have state-wide data links for screening applicants, and some are tied to a national labor data system. The OPM is responsible for managing the Federal workforce for mobilization, and assisting in the recuritment of skilled workers.

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[1] The titles of local USES offices vary from state to state. For example, they may be called job service, employment commission, or public employment offices, according to each state's organizational terminology.

E. MANPOWER REQUIREMENTS AND MANPOWER RESOURCES PLANNING

1. The Planning Process

a. Manpower requirements and manpower resources planning is the process of assigning available manpower resources to mobilization requirements. It in-cludes all manpower resources: Active and Reserve Components, retirees, inductees, volunteers and DoD civilian employees, as well as contractors, who can replace in-service DoD manpower.

b. Manpower requirements and manpower resources planning determines how to make the time-phased transition from the actual manning levels existing when mobilization is declared to wartime levels. Wartime manning must satisfy two major requirements: (1) combat units to meet OPLAN force commitments, and (2) sustaining or support activities. The initial objectives of this planning are to identify the numbers and skills of personnel needed in wartime and to develop and validate wartime requirements and priorities.

c. This planning includes specific methods for filling validated wartime requirements. Military personnel actions upon mobilization are centrally controlled through Service requisitioning and assignment systems. Civilian personnel realignment and recruitment actions are generally decentralized to the installation level under directives issued by the Office of Personnel Management (OPM).

d. It is essential that manpower requirements and manpower resources planners, military and civilian, keep active and current DoD and local installation mobilization planning so that they can contribute effectively to the installation's crisis or wartime mission and to the transition to such operations.

2. Planning Assumptions and Guidance

a. Planners require assumptions and guidelines to establish a consistent framework for their detailed plans. Appendix B is an example of a set of basic assumptions relating to manpower mobilization planning. Some examples of typical planning guidelines that might be issued by higher headquarters are contained in Appendix C.

b. The principal manpower mobilization planning document within DoD is the DoD Master Mobilization Plan. Each Service has a basic planning document usually augmented by subject-specific regulations. The major commands supplement these, if necessary, or retransmit them to those affected. Appendix D lists major DoD, JCS, and Service guidance documents and regulations concerning mobilization planning.

CHAPTER 3

PREMOBILIZATION PREPARATION

This chapter describes actions which should be taken during peacetime to facilitate rapid and effective manpower mobilization at the installation level. There are three major sections: (1) preparation of the installation mobilization plan, emphasizing the manpower aspects; (2) supporting manpower and personnel plans or annexes; and (3) review, approval, and evaluation of plans and actions to enhance mobilization readiness.

A. THE INSTALLATION MOBILIZATION PLAN

1. Guidance and Instructions. Each installation develops a mobilization plan following guidance and instructions from higher headquarters. As a minimum the guidance should include:

   a. the mobilization mission(s) of the installation
   b. the priorities among multiple missions
   c. time-phased workload data (e.g., units and individuals reporting to the installation; increased maintenance workload)
   d. planning assumptions
   e. command and control relationships
   f. support available from other installations, other Services within DoD, and non-DoD government agencies, or contracts with the private sector
   g. support to be provided to other installations, Services or organizations in the civil sector
   h. support required by tenant organizations.

2. Responsibility for Preparation. A staff section of the installation headquarters should be designated to coordinate preparation of the installation mobilization plan. All other staff sections, functional managers, base organizations, and tenants should participate actively in plan preparation and review.

B. MANPOWER REQUIREMENTS AND MANPOWER RESOURCE PLANS

Two key areas for any organization are manpower requirements and manpower resources. One or more individuals may be designated as the installation manpower mobilization planner. In any case, an overall review of the manpower requirements and manpower resources components of the plan is essential to ensure that they are complete and tradeoffs have been considered.

The manpower requirements and manpower resources sections (usually separate annexes) should include:

1. Manpower Requirements

   a. mission priorities and workload factors upon which manpower planning is based
   b. identification of essential and non-essential functions and related time-phasing (no change, reduce, defer, eliminate, or expand)

c. planned support of tenant organizations
d. changes in requirements for nonappropriated fund (NAF) employees on mobilization
e. military and civilian personnel staffing augmentation and emergency procedures
f. recovery and restoration planning (following direct enemy attack or other disaster)
g. additional resources provided by expanded contract support.

2. Manpower Resources

a. descriptions of the most likely M-day personnel situations (e.g., above or below peacetime authorization) and how these will influence the post M-day personnel actions
b. preplanned redistribution of military and civilian personnel from non-essential to essential activities
c. planned replacement of civilian employee losses due to military call-up
d. planned use of any excess nonappropriated fund employees[1]
e. civilian new hire recruitment plans (prepositioned requirements, hiring authorities, processing and training)
f. military replacement and filler requisitioning
g. military and civilian personnel preassignments to mobilization positions, retraining and refresher training
h. preparation and movement of mobilizing and deploying units and individuals
i. military personnel actions (reception, processing, assignment, transfer)
j. planned actions for meeting labor relations obligations and for communications with recognized labor organizations[2]
k. military and civilian personnel housing and support plans and
l. support of military and civilian families.

Appendix E is a sample civilian personnel mobilization plan. Appendix F discusses the development of mobilization training plans for military and civilian personnel.

C. MOBILIZATION PLAN REVIEW, APPROVAL, AND EVALUATION

1. Plan Review and Coordination. After the complete mobilization plan has been approved at the installation level it should be approved by the CONUSA, and other headquarters as directed by appropriate authority. It should be coordinated with:

a. other DoD installations providing support or being supported;

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[1] See Appendix E, page E-9, subparagraph 11.b.(17).
[2] See Appendix E, page E-9, subparagraph 11.b.(14), and page E-14, subsection 15.

b. local and/or state officials who must plan for community impacts;
c. local U.S. Employment Service offices that will assist in recruiting civilians;
d. other federal agencies concerned (e.g., FEMA Regional Offices); and
e. contractors and other commercial organizations which will or could be called upon to provide support.

Classified portions can be released only to individuals with appropriate clearances and need-to-know.

2. Resolution of Problems. The mobilization planning process will identify potential problems and deficiencies and suggest corrective action. There should be continuing effort to make higher headquarters aware of problems, to work at resolving those at the installation level and to seek alternatives to those that cannot be readily resolved.

3. Testing and Evaluation. Mobilization exercises are the usual way of testing the capability of units and installations to mobilize effectively. Installation planners participate in planning exercises as directed by higher authority. The installation also conducts tests and exercises to evaluate those portions of the mobilization plan not thoroughly tested in JCS, Service or command-wide exercises. Remedial action programs follow all exercises. Appendix G describes methods for testing the effectiveness of the mobilization plan. Appendix H discusses reviewing and evaluating the civilian mobilization plan and provides a worksheet to assist in this process.

4. Continuing Actions to Enhance Mobilization Readiness. Review of mobilization plans should occur at least annually and various actions should be undertaken on a continuing basis to ensure mobilization readiness. Among these are:

a. updating of manpower requirements and organizational structure in accordance with guidance received from higher headquarters.
b. reviewing missions, tasking, and priorities.
c. designing programs to insure the installation can meet time-phased workload and manpower demands (e.g., providing civilian requirements to local U.S. Employment Services offices).
d. screening civilian employees who are Ready Reservists or retired personnel subject to recall.
e. ensuring that recall rosters are correct.
f. ensuring that appropriate computer products (such as manning documents and organizational listings by skill specialties, including primary and secondary specialties) are available at control centers.
g. exercising manual backup systems for use in case automated systems that are not available.

CHAPTER 4

MOBILIZATION ACTIONS

This Chapter describes the basic actions that an installation should accomplish during a crisis or mobilization. There are two major subsections: (1) general mobilization actions; (2) specific manpower requirements and manpower resources and actions.

A. GENERAL ACTIONS

1. Upon receipt of alert notification, the installation shall activate a command post, call in personnel on the emergency roster, and pass the alert order to subordinate and tenant units.

2. The mobilization plan will be reviewed immediately for conformity with any guidance received and knowledge of the unfolding crisis. Mobilization priorities and planned execution timing should be revised to fit the situation.

3. Upon receipt of a mobilization order, the installation shall implement and report to higher headquarters organizational or command changes and any shifts of headquarters location. Non-essential functions should be terminated, deferred or reduced to make resources available for critical mobilization functions.

4. Emergency authorities should be reviewed and appropriate authorities invoked (See Figures 6-1, 6-2, Appendix A).

5. An important function for installations of several Services shall be to assist in moving Reserve Component units and individuals to the base, report their arrival to higher headquarters, and assist in their deployment, when applicable.

6. Support provided to tenant units is adjusted in accordance with plans.

7. Emergencies are not static. There should be continuous planning and preparation for advanced stages of the mobilization or emergency operations.

8. Situation reports should go to higher headquarters as required.

B. MANPOWER REQUIREMENTS AND MANPOWER RESOURCES ACTIONS

1. If a crisis or mobilization appears iminent functional managers should determine if the specific situation then existing would require modification of their portions of the mobilization plan if mobilization were declared, and ensure that the plan is changed to accommodate those modifications. Upon mobilization managers shall begin plan execution. Personnel staff sections and operational units may require augmentation to handle mobilization workload.

2. When mobilization is declared, the installation should implement manpower utilization policies and workload changes. It shall also reallocate personnel from non-essential to essential functions according to plans and timephased requirements. Requests for required military replacement and filler personnel should be submitted in accordance with established Service procedures.

3. When necessary, preparation for receipt, processing, training, and deployment of personnel assigned to the installation, should begin immediately to preclude backlog or bottlenecks.

4. Civilian personnel offices should implement standby emergency recruitment and hiring plans (usually with assistance from local U.S. Employment Service and OPM offices and in coordination with DoD Committee[1]).

5. Personnel housing and support plans must be implemented, when authorized, possibly including new construction and off-post facility acquisition or other arrangements.

6. The installation should invoke mobilization surge provisions of contracts which apply to manpower and personnel activities.

7. Each installation headquarters shall report continuously the allocation, distribution and movement of units and individuals being mobilized at and deployed from the installation.

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[1] See Appendix N, Actions to Resolve Civilian Hiring Competition.

CHAPTER 5

DETERMINING THE WARTIME MANPOWER REQUIREMENT

A. PURPOSE

1. Transition to Wartime Strengths. The purpose of manpower requirements planning is to provide the basis for raising combat and support forces from peacetime strengths to wartime strengths in a time-phased, incremental manner to support and sustain JCS approved OPLANS. The process ultimately provides for each installation and organization a set of mobilization requirements in numbers and skills of military and civilian manpower, time-phased as necessary to carry out wartime missions.

2. Identification of Shortfalls. A primary function of requirements planning is to identify, in advance, manpower shortfalls that may result in shifting from peacetime to wartime missions. This identification is important for two reasons: (1) upon a declaration of full mobilization or war, immediate steps can be taken to fill these identified shortfalls by realigning available manpower to meet the most urgent needs and (2) planning, programming, and budgeting actions can be taken in peacetime to reduce or eliminate serious shortfalls in future years.

B. THE REQUIREMENTS PROCESS

1. Overall Requirements Determination. Because wartime manpower requirements must support JCS approved OPLANS as well as CONUS sustaining missions, their development requires close coordination between the JCS Joint Operation Planning System (JOPS) and the mobilization and manpower planning systems of the Services. The major elements in requirements planning are:

a. The DoD Defense Guidance issued bi-annually by the Secretary of Defense.

b. The Joint Strategic Capabilities Plan (JSCP), which is the basis for OPLANS of the Unified and Specified Commands, and allocates the forces of the Services in support of those plans.

c. The schedule of forces required to support each OPLAN.

d. The CONUS sustaining requirements of the Services to support the deployed and deploying forces.

e. Service manpower analyses that combine overseas and CONUS requirements.

f. Service wartime manpower documentation for each installation and organization.

Below is a simplified depiction of the overall manpower requirements determination process.

OVERALL MANPOWER REQUIREMENTS DETERMINATION PROCESS

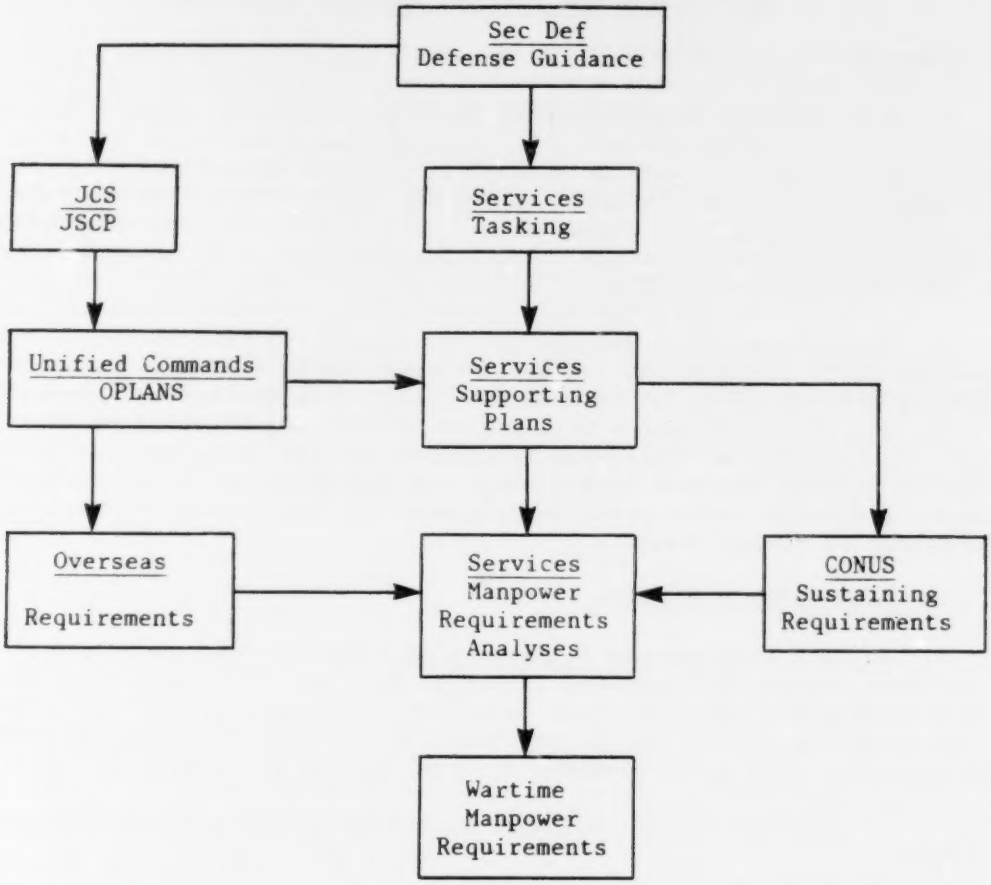

Figure 5-1

2. Service Manpower Planning Systems. Each Service uses a distinctive manpower planning system in developing and documenting wartime manpower requirements and authorizations for its organizations and installations. These processes are described briefly in Appendix I. Essentially, they account for the time-phased manpower increases and decreases that will occur in shifting from peacetime to wartime missions and workloads. The extent of direct installation participation in developing wartime workloads and manpower requirements may vary by Service and, within each Service, depending on the installation mission, e.g., operational, training, logistics, or research and development. In most cases, installations participate by making inputs to their higher headquarters in preparing and coordinating manpower authorization documents and reviewing authorized manpower for mission capability.

C. FACTORS THAT INFLUENCE MANPOWER REQUIREMENTS

1. Guidance and Assumptions

a. Several types of guidelines influence the development of mobilization requirements. Peacetime manpower planning guidance tells what can be done in peacetime to enhance readiness for mobilization. Mobilization planning assumptions describe the wartime planning scenario and timing of events. Wartime manpower utilization guidance tells how military and civilian manpower and contract services can be used to meet the most urgent requirements during a mobilization or emergency. Examples of these guidelines are in Appendices B and C.

b. Guidelines and instructions become more detailed and specific as they pass down the chain of command from Service headquarters through major and intermediate commands to the installation level. An exception to this occurs in the Marine Corps due to its structure, Marine Corps Headquarters deals directly with major units and installations.

2. Planning Guidance From Higher Headquarters. Installations normally look to their higher headquarters to make the following kinds of determinations:

a. Defining clearly the wartime missions and tasks, including support of deployments, mobilization of Reserve Components, pre- and post-mobilization training, sustaining and residual mobilization missions, and support of tenant activities.

b. Defining wartime functional concepts of operation, workloads, and priorities.

c. Specifying the time-phasing of missions and workloads. Appendix J describes the process of matching manpower and workload time-phasing.

d. Identifying functions, activities, and workloads that are:

(1) Performed in peacetime but not in wartime.

(2) Not performed in peacetime but will be in wartime.

(3) Performed in peacetime but will increase or decrease in wartime.

(4) Performed in peacetime by military but will be performed by civilians or contractors in wartime.

(5) Performed in peacetime by civilians or contractors but will be performed by military in wartime.

e. Identifying wartime workloads that can be met by using pre-arranged contractor support services.

D. INSTALLATION PARTICIPATION

Consistent with higher headquarters guidance, installations contribute to the requirements planning process by taking local actions, such as the following:

1. Identifying support positions that can be filled by civilians or military retirees.

2. Identifying civilian employees who are subject to military recall or conscription and require replacement during mobilization.

3. Ensuring that civilian employees occupying jobs critical to national security objectives are not members of the Ready Reserve.

4. Ensuring that mobilization manpower requirements are phased so they are consistent with the projected workload, as well as availability of facilities and equipment needed for housing, training, and personnel support.

5. Assisting in the identification of contract services and supplies needed in emergencies.

E. THE PRODUCT

The product of requirements planning is a set of time-phased wartime requirements for numbers, skills, and grades of military and civilian manpower as well as the requirements for contract services needed by each installation. These requirements are the basis for planning and implementing personnel realignment and fill actions to meet mobilization needs.

CHAPTER 6

FILLING THE WARTIME MANPOWER REQUIREMENT

A. TRANSITION TO WARTIME AUTHORIZATION

The starting point for personnel fill actions is the wartime manpower requirements document. People are assigned or reassigned to gain the best use of available assets and minimize shortfalls in filling wartime requirements according to priorities set by higher headquarters. Upon declaration of full mobilization, higher headquarters direct implementation of wartime requirements if this has not already been done. The shift from peacetime to wartime could occur suddenly or gradually and selectively, according to the crisis at hand. Depending on the mission and structure of each installation, the transition to wartime requirements can involve changes in both military and civilian personnel, as well as contract services. Appendix J discusses the process of time-phasing manpower to meet time-phased mobilization workloads.

B. MILITARY MANPOWER RESOURCES

1. Actions by Higher Headquarters. Each Service centrally controls and manages the distribution and assignment of military personnel resources. Unit status reports identify outstanding requirements that are met, according to Service established priorities and assignment procedures, by actions within the respective Service personnel requisitioning and assignment system. The following are examples of military personnel actions that higher headquarters may take, as required by the situation:

a. Extending terms of service, consistent with the emergency.

b. Upon full mobilization, recalling all Ready Reservists who are preassigned to a mobilization station.

c. Recalling military retirees as required.

d. Preassigning military retirees (Category I or II retirees who are not key employees) to installations to fill support positions for which their age and experience qualify them, and where early availability of retirees is essential to mission performance.

e. Disapproving requests for deferral or exemption from recall of Ready Reservists and preassigned military retirees because of civilian occupation.

f. Preassigning Individual Ready Reservists to installations to fill wartime military augmentation or filler positions that are not predesignated or appropriate to be filled by military retirees.

2. Actions by Installations. The policies and procedures of each Service govern the military personnel actions that may be taken locally. Following are examples of actions that could be preplanned and implemented at installation level, consistent with higher headquarters instructions:

a. Higher headquarters may authorize installations to take local cross-leveling actions, according to specified criteria, to fill initial

mobilization vacancies within its available assets. An example of cross-leveling would be the transfer of military personnel from positions designated to be filled in wartime by civilians or military retirees, to essential mobilization positions. An advantage of local cross-leveling is that, by following assignment priorities, it allows shifting of personnel to meet urgent wartime requirements with a minimum of personnel turbulence. Secondary skills used in conjunction with peacetime training and exercises can enhance the effectiveness of cross-leveling. Appendix K describes the Army cross-leveling system and other methods of filling military wartime manpower requirements.

b. If required and practical, installations could cross-train in peacetime personnel occupying positions not needed in wartime who will be reassigned to meet war requirements in other skills. Examples are people who will be reassigned because their units will be reduced or inactivated or who will be replaced by civilian employees or military retirees.

c. As a part of authorized and funded peacetime training programs, installations could provide peacetime refresher training of Individual Ready Reservists and military retirees required to meet early mobilization requirements.

C. CIVILIAN MANPOWER RESOURCES

1. Decentralized Operations. As opposed to the centralized management of military personnel, civilian personnel staffing is for the most part decentralized to the installation level, where servicing civilian personnel officers (CPO) and functional managers must work together as a team. Functional managers not only play a key role in requirements planning but also, assisted by CPO staffs, plan how to restructure and realign jobs to meet mobilization needs. Such changes from usual practices are designed to make the best use of available manpower, facilities, and equipment in meeting the mobilization requirement for various skills and workloads.

2. Support of Tenant Activities. Very often, installation CPOs provide services to tenant activities of other commands. The tenants' mobilization staffing requirements must be planned in advance in conjunction with those of the host organization.

3. Emergency Authorities

a. The Office of Personnel Management (OPM) Federal Personnel Manual (FPM) is the primary source of guidance for planning and using emergency authorities that apply to direct-hire civilian employees. (See Figure 6-1).

b. During periods of rising tensions short of a declared national emergency, the following management authorities, currently available in peacetime, can assist in making sure that mission-essential needs for civilian employee support are met. They should be used in accordance with OPM regulations and Service instructions.

(1) Authority to reassign or detail employees involuntarily to essential positions for up to one year.

FPM EMERGENCY GUIDANCE AND AUTHORITY DOCUMENTS

DOCUMENT	TITLE	CONTENT
FPM Chapter 910	Mobilization Readiness	Guidance on emergency readiness planning.
FPM Supplment 990-3	National Emergency Standby Regulations (Personnel and Manpower)	OPM standby regulations for administering the Federal work force following an attack on the United States. Take effect automatically after such attack. Suspend and liberalize many peacetime regulations.
FPM Supplement 910-1	National Emergency Readiness of Federal Personnel Management	Book I contains guidance on planning for emergencies. Chapter 2, Section E, includes guidelines for using emergency-indefinite appointment authority. Book II expands on FPM Sup 990-3. Gives plan for Federal civilian work force administration in a general war.
FPM Chapter 230, Sub-Chapter 4	Agency Authority to Take Personnel Actions in a National Emergency	Covers two major expansion and hiring authorities: 1. Upon an attack on the United States agencies may take whatever actions are necessary for effective functioning, subject only to FPM Sup 990-3. 2. In a national emergency, agencies may make emergency-indefinite appointments. DoD has delegated this authority to Military Departments (with further redelegation permitted) under these conditions: - Declared national emergency - Danger to U.S. security - National program needed to combat the threat

Figure 6-1

(2) Authority to relocate employees involuntarily, permanently or temporarily, to essential work sites within the United States or its territories and possessions.

(3) Authority to make continued performance during emergencies a requirement of positions critical to the continuity of essential missions.

(4) Authority to preassign civilian employees whose positions can be vacated early in a mobilization to essential mobilization positions for which they are qualified.

c. Additionally, DoD may request that OPM delegate the emergency-indefinite appointment authority prior to the declaration of a national emergency when:

(1) The President has authorized the call up of some portion of military reserve forces for some military purpose; and when

(2) The Secretary of Defense certifies that such hiring authority is necessary and the Director of OPM confirms that normal procedures cannot meet surge requirements.

If OPM grants this authority, it shall simultaneously provide DoD with procedures for its use and the means for OPM to review its application. Installations will receive instructions through normal Service channels in the event this authority is delegated for their use.

d. Figure 6-2 lists additional authorities that are available to DoD after a declaration of a national emergency, but prior to an attack on the United States.

4. Recruitment Planning

a. Planning for recruitment is based on the identification of specific manpower requirements in the manpower authorization document that cannot be met by using current employees even with additional training. These requirements represent the external fill needed on a time-phased basis during a mobilization (for example, M-Day through M+9 days, M+10 through M+29 days, M+30 through M+59 days, etc.). Functional managers should establish priorities within each time-phase so that recruiting is planned to meet the most urgent mission requirements.

b. Civilian strength requirements need to be identified for each time-phase and a determination made as to whether resources will come from in-service placement or from outside recruitment. The recruitment plan should be coordinated with the training staff to determine training requirements for new employees. Detailed recruitment plans are then prepared in advance.

ADDITIONAL AUTHORITIES AVAILABLE TO THE DEPARTMENT OF DEFENSE
AFTER DECLARATION OF A NATIONAL EMERGENCY, BUT PRIOR TO AN ATTACK ON THE U.S.

5 U.S.C. 3134	Limitations on non-career and limited appointments
5 U.S.C. 3324	Appointments at GS-16, 17, and 18
5 U.S.C. 3326	Appointment of retired members of the Armed Forces
5 U.S.C. 3333	Employee affidavits
5 U.S.C. 3394	Non-career and limited appointments
5 U.S.C. 3395	Reassignments and transfers within the Senior Executive Service
5 U.S.C. 3592	Removal from the Senior Executive Service
5 U.S.C. 4022(a), 9022(a)	Employment of contract surgeons (Army and Air Force)
5 U.S.C. 4025, 9025	Work week hours (Army and Air Force)
5 U.S.C. 5102	Classification definitions
5 U.S.C. 5335	Periodic step increases
5 U.S.C. 5522	Advance payments
5 U.S.C. 5523	Duration of payments
5 U.S.C. 5532	Employment of affected members of the uniformed services
5 U.S.C. 5561-5568	Payments to missing, interned, and captured employees
5 U.S.C. 7106	Management rights
5 U.S.C. 8332	Creditable service

Figure 6-2

5. Recruitment Sources. Recruitment plans should include an assessment of all resources available to the installation to meet manpower requirements. Some sources, such as career referrals, may not be practical or available during an emergency. The following sources should be considered, if appropriate to the needs of the installation:

a. In-Service Employees

(1) Excess local permanent employees occupying peacetime positions not required during mobilization and who are qualified to fill mobilization authorizations.
(2) Returnees or evacuees from overseas who are preassigned or exercise return rights to CONUS installations.
(3) Excess non-local permanent employees who cannot be placed in mobilization positions at their own installation.
(4) Excess Federal employees from local DoD or non-DoD agencies.
(5) Current part-time and intermittent employees who can serve as full-time employees.

b. Retirees

(1) Retired civil service employees.
(2) Military retirees who are not otherwise preassigned.
(3) Retirees from large non-defense industries.

c. Other Sources

(1) Family members of civilian employees and military personnel, both local and those returning from overseas.
(2) DoD Priority Placement Program referrals.
(3) Outside recruitment through local U.S. Employment Service and OPM offices.
(4) Excepted appointment of veterans, handicapped, worker trainees, and other excepted appointments.

6. Recruitment Planning Actions

a. Planning for staffing civilian positions required for mobilization starts with each organization's time-phased mobilization manpower document. The CPO should participate in the development of these documents. It is important also that the CPO be provided all current validated authorization documents, including those of serviced tenant activities of other commands.

b. Recruitment planning usually includes the following major phases:

(1) Assembling and organizing preliminary data, including peacetime and mobilization authorization documents, personnel information (especially current position assignment and likelihood of military callup in the first ninety days of a mobilization), workload priorities, and available source lists (such as local retirees, etc.).

(2) Identifying initial mobilization vacancies requiring fill by current employees, known source lists, or new recruitment.

(3) Applying available employees to the initial vacancy list, taking steps to maximize use of such personnel.

(4) Planning and updating recruitment strategies.

c. Appendix L lists and shows a sequence of more detailed recruitment planning steps that may be required, depending on the installation's unique mobilization needs and labor market and on applicable Service directives.

7. Labor Market Analysis. Appendix M provides information on conducting and using local labor market analyses to support recruitment planning.

8. Competition in Hiring Civilians. Appendix N describes actions to resolve potential civilian hiring competition within and among Military Departments, and between Military Departments and defense industries.

9. Use of Job Engineering. Appendix O describes the use of job engineering to make local staffing and recruitment easier by reducing vacancies to more readily available skill levels.

10. Potential Hindrances to Recruitment. Appendix P discusses potential hindrances to civilian recruitment and actions that can mitigate the effects of these problems.

D. CONTRACTING

Contracting is one of the ways of meeting workload requirements during mobilization. Generally, mobilization manpower requirements are designated as non-military unless military incumbency is required by law, security, discipline, rotation, or mission performance. Using contractor personnel should be considered if it would be more practical or effective than recruiting civilian employees to fill positions in light of the projected labor market. Planning for contractor services should include considering expansion of current contracts or securing new contracts upon mobilization or an emergency. While the capacity of each local market varies, a current contractor, whose performance is known, may offer greater assurance of adequate performance during an emergency than would a new contractor. Careful advance research and coordination can help to ensure that the required support will be provided when needed. The key to planning mobilization contracting is the ability of functional managers to anticipate and identify specific requirements. Planning actions by functional managers and contracting officers could include the following:

1. Functional Managers:

a. Review current requirements and/or contracts to determine if war clauses and contingency options apply, then review with manpower officials to determine the reduction or expansion required upon mobilization for each requirement/contract.

b. Provide the contracting officer with performance work statements for services and supplies needed during a mobilization.

c. Designate priorities of mobilization requirements to assist in planning and expediting contracting actions.

d. Plan for alternative means of meeting critical requirements in case of contractor default.

2. Contracting Officers:

a. Maintain a current file of performance work statements for services and supplies needed during mobilization.

b. Assist in the selection of contingency contractors capable of delivering specific products and services, exchange information with other DoD installations in the local market on contractors used or planned to be used.

c. Maintain a current list of suppliers able to meet requirements for needed products and services.

d. Include, where mobilization requirements are firm for existing contracts, contingency option clauses to use when the emergency occurs (such options do not obligate funds until they are exercised).

e. Use multiple options to peacetime contracts in that function when mobilization requirements for services normally contracted in peacetime cannot be quantified.

f. Make plans to ensure that necessary contracting capabilities will be available during mobilization.

Appendix Q discusses in greater detail the use of contracting for mobilization requirements.

CHAPTER 7

CONCLUDING OBSERVATIONS

Mobilization planning is a complex process that requires coordination among many levels of the defense establishment and other government agencies. Much of the execution of mobilization takes place at the installation level, where personnel are assembled to gain equipment and training and to move to ports of embarkation or directly to units. Many installations must surge maintenance and supplies to equip units and sustain combat operations. Therefore, it is critical that mobilization plans be complete, current, and continuously evaluated through exercises.

Each of the Military Departments has published detailed guidance and regulations on mobilization planning. This Handbook is supplemental and covers the common ground applicable to all Services. It applies specifically to the manpower and personnel aspects of mobilization planning. Manpower resources are important to effective mobilization, but all aspects of the plan must be covered and carefully reviewed.

This Handbook is intended to provide guidelines for manpower and personnel mobilization planners at DoD installations. It is informational in nature, not directive. It is hoped that readers will find it a useful addition to the growing literature on mobilization planning. Comments and suggestions for improvements are welcome and should be sent to the OSD project office listed in the Foreword.

APPENDIX A

LEGAL AUTHORITIES[1]

Powers Available that Do Not Require a Formal Declaration of National Emergency

US Code	Description	When Applicable
10 U.S.C. 673b	Order to active duty of 100,000 Selected Reservists for 90 days	Determination of operational need by President
10 U.S.C. 688	Order to active duty of Retired Regulars, Reservists with 20 years active service, Fleet Reservists and Fleet Marine Corps Reservists	In the interest of national defense
10 U.S.C. 712(a)(1),(2)	Detail of members of armed forces to assist, in military matters, other designated countries in the western hemisphere.	President considers in the public interest
10 U.S.C. 2602 (a)	Acceptance of American Red Cross cooperation and assistance	President finds it necessary
10 U.S.C. 2604 (a)	Provide facilities and services to United Seaman's Service in foreign areas	President finds it in the interest of U.S. commitments overseas
14 U.S.C. 3	Coast Guard to operate as a service of the Navy	Presidential directive
50 App U.S.C. 468	Place mandatory orders for prompt delivery of material or articles for use by armed forces	Presidential determination in the interest of national security
50 App U.S.C. 2071(a),(b)	Contracts of orders for the allocation of materials and facilities needed for national defense to be given priority over other contracts or orders	Presidential discretionary authority
50 App U.S.C. 2091-2094, 2166 (a),(b)	Expansion of productive capacity and supply	Presidential determination in interest of national defense

1 Source: DoD Master Mobilization Plan
This list of authorities is not all-inclusive.

Additional Powers Available Under a Presidential Declaration of National Emergency

U.S. Code	Description
10 U.S.C. 526	Suspend authorized strength limitations on commissioned officers on active duty in event of declared national emergency or war
10 U.S.C. 673	Order up to one million members of the Ready Reserve to active duty for not more than 24 months
10 U.S.C. 673c	Suspend promotion, retirement or separation of any member of armed forces deemed essential to national security by the President
10 U.S.C. 679(d)	Extension of Reserve active duty agreement without consent of reservist
10 U.S.C. 712(a)(3)	Detail of members of the armed forces to assist, in military matters, any country deemed advisable in the interest of national defense
10 U.S.C. 2304(c)(2),(7)	Use of other than competitive procedures limiting sources in solicitation of bids and proposals
10 U.S.C. 7224	Gives Sec Navy authority to designate persons to be carried on naval vessels at government expense
10 U.S.C. 644	Suspend promotion, retirement or separation of commissioned officers
14 U.S.C. 331	Order to active duty of retired Regular Coast Guard Officers in time of war or national emergency
14 U.S.C. 359	Order to active duty of retired Coast Guard enlisted members
14 U.S.C. 367(3)	Extension of Coast Guard enlistments until six months after end of national emergency
42 USC 217	Use of Public Health Service Commissioned corps as a branch of the land or naval forces
46 U.S.C. 835	Restrictions on the transfer of shipping facilities
46 U.S.C. 1242(a)	Authority to requisition or purchase, or to charter or requisition the use thereof, ships owned by US citizens
50 U.S.C. 196-198	Authority to purchase, seize, acquire, requisition or charter non-US owned vessels lying idle in US waters

50 U.S.C. 1431-1435	Exemption of national defense contracts from certain statutory limitations
50 U.S.C. 1511-1516	Suspension of restrictions on chemical and biological agents
50 App USC 1774(a)	Use of ships in the national defense reserve fleet

Powers Gained by Congressional Declaration of Emergency and not Available by Presidential Declaration

US Code	Description
10 U.S.C. 511(a)	Extension of terms of enlistment in reserve components until six months after end of war or national emergency
10 U.S.C. 511(c)	Extension of term of service for an enlisted member transferred to reserve component until six months after end of war or national emergency
10 U.S.C. 519	Temporary enlistments in an armed force after the declaration will be for the duration of the emergency plus six months
20 U.S.C. 672(a)	Authority to order any member or unit of a reserve component to active duty for the duration plus 6 months
10 U.S.C. 674	Authority to order members and units of the Standby Reserve to active duty
U.S.C. 675	Authority to order a qualified member of the Retired Reserve to active duty
32 U.S.C. 302(c)	Extension of National Guard enlistments for the duration plus 6 months

APPENDIX B

EXAMPLES OF MOBILIZATION MANPOWER PLANNING ASSUMPTIONS[1]

The following shall be used as assumptions for manpower mobilization planning and resource programming. These shall not be construed to represent or prejudge the actual U.S. response to any particular future crisis.

ACTION	A. For a worldwide multitheater conflict, assume that:	B. For a contingency of lesser magnitude than that covered in A., e.g. a single theater conflict, but still involving the commitment of a substantial portion of the available military forces, assume that:	C. For a contingency involving the commitment of substantially fewer forces than that covered in section B., assume that:
1. Emergency declaration and implementation of mobilization	1. Congress will declare a national emergency. The Department of Defense will implement a full military mobilization. The possible need for implementing a total mobilization will then be considered by the Department of Defense.	1. Congress will declare a national emergency. The Department of Defense will implement a partial mobilization. This mobilization may be incremental, rather than instantaneous. The possible need for implementing a full mobilization will then be considered by the Department of Defense.	1. The President may declare a national emergency and implement such mobilization actions as those described below.
2. Selective Service Indiction	2. On M-Day, Congress will authorized Selective Service to asume induction.	2. The decision to reinstitute Selective Service induction will be made on or after M-Day, as required.	2. Selective Service classification and examination of potential inductees may be reinstituted.
3. Terms of Service	3. On M-Day, all terms of service (definite and indefinite) will be extended for the duration of the conflict plus 6 months.	3. Scheduled separations for active duty and Ready Reserve personnel will be deferred for the duration of the emergency.	3. Scheduled separations for active duty and recalled Ready Reserve personnel will be deferred for the duration of the contingency.

1/ Based on DoD Instruction 1100.19, "Wartime Manpower Planning Policies and Procedures"

APPENDIX B

EXAMPLES OF MOBILIZATION MANPOWER PLANNING ASSUMPTIONS (Continued)

ACTION	A. Multitheater Conflict	B. Major Single Theater Conflict	C. Minor Conflict
4. Reserve Components and military retirees.	4. On M-Day, all reserve component units and personnel will be mobilized. Ready Reserve, active duty retirees, Standby Reserve, and Retired Reserve will be recalled as required.	4a. Requests for nondisability military retirement will be deferred for the duration of the emergency.	4a. Requests for nondisability retirement by active duty and reserve personnel will be deferred for the duration of the contingency.
		4b. Selected Reserve units and individuals will be mobilized as required to deploy to the single theater of operation or replace active component units deployed in support of the emergency or to expand the CONUS base.	4b. Augmentation of the Selective Service System and the Military Enlistment Processing Stations will immediately follow initial U.S. response to the contingency if classification and examination are resumed.
		4c. Individual reservists and military retirees will be recalled as required to bring active component and mobilized reserve component units to wartime manning levels and to ensure replacements for forces deployed to the emergency and to expand the CONUS base.	4c. The Presidential Selected Reserve call-up authority will be used as required to augment active component forces. Involuntary recall of military retirees and voluntary recall of IRRs, INGs, or retired reserve component military personnel, or both, will be at the discretion of the Secretaries of the Military Departments.

EXAMPLES OF MOBILIZATION MANPOWER PLANNING ASSUMPTIONS (Continued)

ACTION	A. Multitheater Conflict	B. Major Single Theater Conflict	C. Minor Conflict
5. Personnel awaiting initial military training.	5a. On M-Day, personnel in the Delayed Entry Program (DEP) will be called up for training. The Secretaries of the Military Departments may authorize delay in the call-up of DEP personnel under 18 years of age or still in high school.	5a. DEP personnel may be called up for training at the descretion of the Secretaries of the Military Departments on or after M-Day. The Secretaries may authorize a delay in the call-up of DEP personnel under 18 years of age or still in high school.	5. Voluntary call-up of DEP personnel or reserve component personnel awaiting initital active duty for training will be at the discretion of the Secretaries of the Military Departments.
	5b. Selected Reserve personnel awaiting initial active duty for training will be mobilized with their units and sent to training. Delay provisions in subsection A.5a., above, apply.	5b. Selected reserve component personnel awaiting initial active duty for training will be mobilized with their unit and then sent to training. Delay provisions in subsection 5a. above, apply.	
6. PCS moves and delay en route.	6a. Beginning on M-Day, all permanent change of station (PCS) moves will be solely for the convenience of the Government.	6. PCS moves and delays en route will be in accordance with subsection A.6.	6a. All PCS moves will be solely for the convenience of the Government, to provide priority manning for the theater of operation and deploying units. This policy applies from the day a deployment (contingency) operation commences.
	6b. Beginning on M-Day, delay en route time will be: (1) In addition to expected transit time, one day of delay en route for patients returning to duty from in-theater medical facilities located in the communications zone.		6b. Delay en route provisions in subsection A.6b. apply.

APPENDIX B

EXAMPLES OF MOBILIZATION MANPOWER PLANNING ASSUMPTIONS (Continued)

ACTION	A. Multitheater Conflict	B. Major Single Theater Conflict	C. Minor Conflict
	(2) In addition to expected transit time, one day of delay en route for all replacements at both embarkation and debarkation points.		
7. CONUS support establishment jobs.	7. Military personnel occupying CONUS-support establishment jobs that must be performed in wartime may be replaced by civilian personnel or recalled military retirees, consistent with the stabilization of key mobilization positions. Replaced military personnel may be transferred to deploying units or made available as replacements.	7. Same as A.7.	7. Same as A.7.
8. National Defense Executive Reserve.	8. On M-Day, all members of National Defense Executive Reserve units will be notified when to report for work.	8. Members of National Defense Executive Reserve units will be called up as required.	
9. Strength ceilings.	9. On M-Day, personnel strength ceilings imposed by law or the Office of Management and Budget (OMB) shall be waived.		9. Personnel strength ceilings imposed by law or OMB will be waived, if required, beginning the day a deployment (contingency) operation commences.

EXAMPLES OF MOBILIZATION MANPOWER PLANNING ASSUMPTIONS (Continued)

ACTION	A. Multitheater Conflict	B. Major Single Theater Conflict	C. Minor Conflict
10. Civilian employees.	10a. On M-Day, civilian employee emergency hiring and management authorities delegated to the DoD Components will be activated. Regulatory restrictions such as time in grade requirements will be waived. 10b. On M-Day, all local employment offices established by the U.S. Employment Service will be notified to give priority to recruiting workers for defense installations. 10c. Beginning on M-Day, civilian employees who are eligible for retirement will be encouraged to remain on duty for the duration of the conflict. 10d. Beginning on M-Day, manpower made available by work-load termination and deferral or by unit inactivation will be reallocated to higher priority tasks. 10e. The work week per shift for civilian personnel located at activities not in hostile fire areas will be 60 hours through M+60 days; thereafter, the work week per shift will be 48 hours.	10. Civilian manpower mobilization planning assumptions contained in subsections A.9. and A.10. will apply as required.	10. If a national emergency is declared, civilian manpower mobilization planning assumptions contained in subsections A.9. and A.10. will apply as required.

APPENDIX C

MOBILIZATION MANPOWER PLANNING GUIDANCE[1]

A. MILITARY MANPOWER DEMAND DETERMINATION

1. Force structure manpower demand calculations shall include the following:

a. Reserve component units mobilized on M-Day or, when appropriate, the day on which a deployment or contingency operation commences.

b. Active and reserve component units raised to war-required manning levels in a time-phased, incremental manner, consistent with the scheduled deployment or CONUS employment date and projected time-phased work load.

c. Unmanned units activated and raised to war-required manning levels in a time-phased, incremental manner, consistent with scheduled deployment or CONUS employment date and projected time-phased work load. Unmanned units shall be included in the force structure only if equipment for these units is on hand; these units can be equipped with commercially available, off-the-shelf items before scheduled deployment and employment or, if appropriate procurement of equipment for these units has been programmed.

d. Scheduled deployment or CONUS employment dates of units consistent with programmed or, when appropriate, actual lift capability and equipment prepositioning.

e. Force structure manning reduced to reflect:

(1) Losses of major combat equipment for which war reserve stocks are not available, such as ships, aircraft, or armored vehicles.

(2) Periods of extended equipment nonavailability, such as ship battle-damage repair.

(3) Units whose sole wartime mission is mobilization and deployment, inactivated when that mission is completed.

(4) Immediate inactivation of units with no wartime mission after M-Day.

(5) Work load projected to diminish at any point after mobilization.

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[1] Based on DoD Instruction 1100.19, "Wartime Manpower Planning Policies and Procedures". See this DoDI for complete guidance including overseas and medical considerations.

f. Projected work load and manpower demands for force units that reflect:

(1) Wartime activity-level assumptions consistent with the programmed or actual availability of equipment, spares, and munitions inventories in the theater of operation.

(2) Nonreplaceable losses of major combat equipment.

(3) Immediate termination or deferral of all activities not considered essential to the war effort by the Military Services.

(4) Reliance on host nation support as prudently feasible.

(5) Reliance on prearranged contractor services, as feasible.

(6) Continuation of services provided overseas by DoD contractors and civilian employees occupying Emergency-Essential positions.

g. Projected work load and manpower demands for training units shall reflect:

(1) Training rates consistent with the programmed or actual time-phased force structure manpower demand.

(2) Immediate cessation of training providing only a marginal contribution to combat capability or force sustainment.

(3) Required initial training, refresher training, and re-training up to seven days a week.

(4) Programmed or actual training base capacities.

h. Force structure manning demand shall be consistent with the leave and work-week planning assumptions in Appendix B.

i. Force structure demand shall be designated as either military or civilian according to the following personnel utilization criteria:

(1) All wartime jobs in the theater of operation shall be designated as military jobs with specific exceptions.

(2) Upon mobilization, all support establishment positions in the United States, its territories and possessions, shall be designated as civilian unless:

(a) Military incumbency is required by law.

(b) Possessing military-unique skills or experience is essential for successful performance of assigned support duties.

(c) Military authority or discipline is required.

(d) No qualified civilians are available.

B. CIVILIAN MANPOWER DEMAND DETERMINATION

1. Projected work load and civilian manpower demands shall reflect:

a. The immediate activation of activities that have wartime missions.

b. The inactivation of support activities whose mission is completed once military forces are mobilized or deployed.

c. The immediate inactivation of activities with no wartime mission.

d. Wartime activity level assumptions consistent with the programmed equipment, spares, and munitions inventories.

e. Immediate termination or deferral of all activities not considered essential to the war effort by the Military Services.

f. Reliance on prearranged contractor services as feasible.

g. Training rates for military personnel consistent with the programmed or actual time-phased force structure manpower demand and training base capacities.

h. Leave and work-week planning assumptions in Appendix B.

i. Designation of positions as military or civilian according to the personnel utilization criteria contained in subparagraphs A.1.i. (1) and (2), above.

C. MILITARY MANPOWER SUPPLY PLANNING

1. All military manpower that must be available for duty not later than M+1 day shall be programmed in and assigned to the active force, Selected Reserve units, or the Individual Mobilization Augmentee Program.

2. All active duty and Selected Reserve personnel with skills not needed in wartime shall be reassigned to meet wartime demand in secondary skills or retrained in time to meet mobilization or deployment requirements.

3. Military personnel occupying CONUS-support establishment jobs that must be performed in wartime may be replaced by civilian personnel or recalled military retirees, consistent with the stabilization of key mobilization positions. Replaced military personnel may be transferred to deploying units or made available as replacements.

4. Continuous review shall be made of missions and capabilities for the effective wartime utilization on active duty of minimally disabled or over-age personnel with current or prior military service, including the study of assignments which directly support state defense forces, civil defense, or other aspects of the internal defense of the United States and its possessions.

5. The Military Services shall develop manpower mobilization plans and shall program the necessary resources to satisfy their time-phased pretrained individual military manpower inventory objectives using IRR, ING, active duty retirees, the Standby Reserves and Retired Reserve. In doing this, the Military Services shall:

a. Carry out exercises and data management programs in peacetime, enabling the estimation of mobilization manpower yields from the IRR and Standby Reserve Pools. Management improvement programs will be in place to increase these yields, when practicable.

b. Identify facilities that contain, or will contain, units with wartime military positions that can be filled by military retirees and preassign military retirees to those facilities.

c. Identify units with wartime military augmentation and filler positions, other than subparagraph C.5.b. above. Fill these positions by the most time-efficient means, e.g., preassign IRR and ING to facilities from which these units are to deploy or be employed. Exhaust the IRR and ING to fill all time-phased objectives except those positions predesignated to be filled by retired military personnel.

6. The Military Services shall preassign pretrained individual service members as required to satisfy the demand by skill. In addition to the existing IRR and ING peacetime training programs, IRR, ING, and active duty retired military personnel required to meet time-phased objectives between M+1 and M+30 days shall receive peacetime refresher training as necessary. IRR and ING required prior to M+11 days shall also be preassigned.

7. Upon mobilization, all screening of the Ready Reserve ceases and Ready Reservists are immediately available for recall.

8. Upon mobilization, Ready Reservists and preassigned military retirees may not be deferred or exempted from recall because of civilian occupations except those previously designated as key employees during peacetime screening as prescribed by current directives.

D. CIVILIAN MANPOWER SUPPLY PLANNING

1. DoD Components shall develop and institute manpower mobilization plans and shall program the resources necessary to satisfy the time-phased civilian employee demands by geographic location and occupational area. This planning and programming should conform to the following:

a. Identify all civilian employees of DoD Components who are members of the Ready Reserve or the Standby Reserve or are military retirees scheduled for recall. Manpower mobilization plans shall assume that none of these personnel are available as civilian employees after M-Day.

b. National Defense Executive Reserve units shall be established, as appropriate, under DoD Directive 1100.6.

c. Civilians employed by DoD Components, whose peacetime services are not needed during wartime, shall be reassigned to more critical jobs and relocated if necessary.

d. All civilian employees not needed by one DoD Component may be detailed, reassigned, or relocated, to satisfy the critical work load of another DoD Component.

e. Civilian mobilization manpower needs not accommodated by detailing or reassigning civilian employees from other functions and activities within M+15 days shall be filled by any appropriate appointment authority.

f. Components shall plan how they will recruit the additional civilian employees needed. This should include using the national network of local employment offices established by the United States Employment Service and operated by the states, local offices of the Office of Personnel Management (OPM), and the information provided regularly by the Defense Management Manpower Data Center.

APPENDIX D

MOBILIZATION REFERENCES PERTAINING TO MANPOWER AND PERSONNEL

Department of Defense

DoD Master Mobilization Plan, May 1986

DoD Directive 1100.4, Guidance for Manpower Programs, Aug 20, 1954

DoD Directive 1100.6, National Defense Executive Reserve, Dec 7, 1983

DoD Directive 1100.18, Wartime Manpower Mobilization Planning, Jan 31, 1986

DoD Instruction 1100.19 Wartime Manpower Planning Policies and Procedures, Feb 20, 1986

DoD Directive 1130.2, Management and Control of Engineering and Technical Services, Jan 26, 1983

DoD Directive 1145.1, Qualitative Distribution of Military Manpower, Jan 22, 1986

DoD Directive 1200.7, Screening the Ready Reserve, Apr 6, 1984

DoD Directive 1235.9, Management and Mobilization of the Standby Reserve, Aug 28, 1973

DoD Directive 1235.10, Mobilization of the Ready Reserve Oct 27, 1970

DoD Directive 1352.1, Management and Mobilization of Regular and Reserve Retired Military Members, Feb 27, 1984

DoD Directive 1400.16, Interdepartmental Civilian Personnel Administration Support, Oct 30, 1970

DoD Directive 1404.10, Retention of Emergency-Essential (E-E) DoD Civilian Employees Overseas, May 31, 1985

DoD Directive 4100.15, Commercial Activities Program, Aug 12, 1985

DoD Instruction 4100.33, Operation of Commercial Activities, Sep 9, 1985

DoD Directive 4151.1, Use of Contractor and DoD Resources for Maintenance of Materiel Jul 15, 1982

DoD Directive 4151.16, DoD Equipment Maintenance Program, Aug 23 1984

Digest of War and Emergency Legislation Affecting the Department of Defense (Air Force compiles for DoD), Jul 12, 1985

Joint Chiefs of Staff

Joint Strategic Capabilities Plan (JSCP), Volumes I and II with Annexes (issued biannually)

JCS Publication 21, Mobilization Planning dated 2 May 1983

Army

The Army Mobilization Plan

Army Stationing and Installation Plan

Mobilization Troop Basis Stationing Plan

Nondeployment Mobilization Troop Basis

Training Base Expansion Plan (TRADOC Mobilization & Operations Planning System, Vol III)

AR 5-20, Commercial Activities Program, dated 1 Feb 85

AR 135-200, Active Duty for Training and Annual Training of Individual Members, dated 1 Aug 85

AR 135-210, Order to Active Duty as Individuals During Peacetime, dated 1 July 82 National Emergency, or Time of War

AR 140-145, Individual Mobilization Augmentee (IMA) Program, dated 15 Jul 83

AR 220-1, Unit Status Reporting, dated 1 Jun 81

AR 220-10, Preparation for Overseas Movement of Units (POM), dated 15 Jun 73

AR 310-49, The Army Authorization Documents System (TAADS), dated 15 Dec 80

AR 500-5, The Army Mobilization and Operations Planning System (AMOPS), dated 1 Aug 81

AR-570-4, Manpower Management, dated 15 Sep 82

AR 601-10, Mobilization of Retired Members of the Army, dated 1 Dec 83

AR 612-2, Preparation of Replacements for Overseas Movement (POR), dated 1 Nov 83

AR 690-8, Identification and Reporting of Key Federal Employees, dated 22 Dec 77

AR 690-11, Mobilization Planning and Management, dated 1 Aug 84

DA Pamphlet 360-525, Family Assistance Handbook for Mobilization, dated 15 Jan 84

DA Pamphlet 600-8-3, SIB Level Procedures, Organization, and Operation (Appendix L-SIDPERS Mobilization Guide), (General) dated 15 Jan 82

DA Pamphlet 601-5-9, Mobilization Cross Leveling (MCL) Users Manual, dated 1 May 84

DA Pamphlet 690-36, A Civilian Personnel Office Guide to the Commercial Activities Program, dated 15 Oct 83

DA Pamphlet 690-50, Orientation for Military Supervisory Personnel on Civilian Manpower Management Under Mobilization Conditions, dated 11 Oct 68

U.S. Army Mobilization and Deployment Handbook

U.S. Army Military Personnel Center Personnel Manager's Mobilization Handbook

U.S. Army Mobilization Personnel Processing System Handbook

Navy

SECNAVINST 12910.1B, 26 November 1984 Civilian Workforce Mobilization Planning and Management

OPNAVINST 1000.16E, 2 March 1981 Manual of Navy Total Force Manpower Policies and Procedures

OPNAVINST S3061.1B, 1 October 1984 Navy Capabilities and Mobilization Plan (NCMP)

OPNAVIST 4860.7B, 18 March 1986, Navy Commercial Activities Program

Logistics and Support Mobilization Plans (LSMP)

Navy Manpower Data Accounting System (NMDAS)

Navy Manpower Mobilization System (NAMMOS) Users Manual (Undated)

Air Force

USAF War and Mobilization Plan (WMP)

USAFR War and Mobilization Plan

USAF Mobility Plan

USAF Theater/CONUS Base Use Plan

USAF Headquarters/Command/Base Manpower Data Systems (HAFMDS/CMDS/BMDS)

AFR 25-5, Air Force Management Engineering Program (MEP) (Policy, Responsibilities, and Requirements), dated 1 Apr 82

AFR 26-1, Manpower Policies and Procedures, Volume I, Comparative Costs Analysis, dated 2 Oct 81

AFR 26-1, Manpower Policies and Procedures, Volume IV, Wartime Manpower Planning and Programming, dated 6 Oct 83

AFR 28-3, USAF Operation Planning Process, dated 18 Feb 82

AFR 28-4, USAF Mobility Planning, dated 16 Nov 78

AFR 28-5, USAF Mobilization Planning, dated 29 May 80

AFR 28-130, War Planning, Functional User Support Manual for the Contingency Operation/Mobility Planning and Execution System (COMPES) Base Level Personnel (MANPER-B Module), dated 1 Oct 81

AFR 28-626, Functional User Support Manual for the Contingency Operation/Mobility Planning and Execution System (COMPES) Major Command Level Personnel (MANPER-M Module), dated 30 Sep 80

AFR 35-20, Personnel Support for Contingency Operations (PERSCO), dated 30 Dec 84

AFR 40-910, Civilian Personnel Emergency-Essential (E-E) Program, dated 27 Sep 82

AFR 55-15, Unit Combat Readiness Reporting (C-Ratings), dated 22 Nov 82

AFR 70-7, Contingency Contracting Support Program, dated 2 Jul 82

AFR 75-8, Movement of Personnel, Vol I dated 22 Mar 79, VII dated 10 Mar 82

Marine Corps

Marine Corps Mobilization Management Plan (MPLAN) (Annex-Manpower Plan) May 17, 1984 (under revision)

Marine Corps Capabilities Plan (MCP) Oct 1, 1985 (under revision)

Marine Corps Mid-Range Objectives Plan (MMROP) March, 1984 (under rewrite)

Joint Depot Maintenance Analysis Group, Program Objectives Summary, Vol. I and Vol. II, Jan 31, 1986

Marine Corps Order P4400.39E, War Reserve Policy Manual, 29 Jan 1984

Marine Corps Order 4860.3C, Operation of Commercial Activities, Sep 27, 1982

Marine Corps Order 5311.1, Table of Organization Management Procedures, Jul 13, 1982 (Under revision)

Office of Personnel Management

Federal Personnel Manual (FPM), Chapter 230, Sub-Chapter 4, Agency Authority to take Personnel Actions in a National Emergency, Jan 31, 1972

Federal Personnel Manual, Chapter 910, "Mobilization Readiness", December 6, 1982

Federal Personnel Manual, Supplement 910-1, "National Emergency Readiness of Federal Personnel Management", August 30, 1982

Federal Personnel Manual, Supplement 990-3, "National Emergency Standby Regulations (Personnel and Manpower)," December 30, 1971

APPENDIX E

SAMPLE CIVILIAN PERSONNEL MOBILIZATION PLAN

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APPENDIX E

SAMPLE CIVILIAN PERSONNEL MOBILIZATION PLAN [1]

1. Purpose. This plan describes the preparations that have been made to ensure that efficient civilian personnel support is provided to _____ (name of installation, hereafter called the installation) in the event of war or other national emergency as declared by Congress or by the President.

2. Applicability. This plan applies to all organizations that receive services from the installation civilian personnel office, including tenant activities of other major commands.

3. Objective. The objective of this plan is to ensure that actions taken in response to mobilization or wartime situations are appropriate, and are carried out rapidly and efficiently.

4. Organization of the plan. The plan consists of two parts. (They should be kept in a looseleaf binder.)

a. Part I contains information regarding mobilization planning references, definitions of words and terms, general policies, responsibilities, the installation's mobilization mission, and emergency regulations. It also identifies premobilization planning actions and post-mobilization actions that must be taken to meet the installation's needs.

b. Part II describes the specific planning actions that have been taken to meet the installation's civilian mobilization planning needs as outlined in Part I. Such actions are recorded at tabs that are keyed to the organization and numbering of Part I. (These tabs are indicated herein for illustrative purposes).

5. References

a. FPM Supplement 990-3 (National Emergency Standby Regulations (Personnel and Manpower)). This supplement lists and describes current standby regulations and authorities. These regulations and authorities will go into effect automatically with an attack on the United States. OPM may authorize implementation of some, or all, of these standby regulations in other emergencies.

b. FPM Supplement 910-1 (National Emergency Readiness of Federal Personnel Management). This supplement describes OPM's plan for executing the standby regulations in FPM Supplement 990-3 in a general war, and provides guidance to agencies in developing mobilization plans.

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[1] Based on Appendix D, AR 690-11, "Civilian Personnel Mobilization Planning and Management"

c. FPM Chapter 910 (Mobilization Readiness). This chapter provides general guidance on agency mobilization planning to include specific pre-emergency actions for consideration in developing mobilization plans.

d. Service Regulation (Civilian Personnel Mobilization Planning and Management). This regulation sets forth Departmental guidance to all levels of command on mobilization planning and execution. Appendix to this plan lists prepositioned emergency authorities that can be put into effect at the installation level without further authorization from higher headquarters when situation warrants.

e. (List major command or local mobilization planning guidance that has been published, and provide a brief summary of its contents.)

6. Definitions. Citation of Appendix (Glossary) containing specific definitions.

7. Policies. (As applicable)

a. The top priority of the civilian personnel office (CPO) during mobilization shall be to fill civilian vacancies on the wartime authorization document, including vacancies created by the call-up of military reservists, retirees, and draft eligibles.

b. Personnel actions before attack or declaration of a national emergency shall be taken under peacetime regulations.

c. Plans will be completed to the point where only updating is required and will be maintained in a "ready-for-execution" status.

d. (Under some circumstances during surges in mobilization recruitment, it may be in the best interest of the installation to authorize the CPO or designated recruiting team leaders to make on-the-spot selections for appointment. In this subparagraph specify the circumstances, and the positions and grades for which this authority will be granted.)

8. Mobilization mission of the installation. See basic plan.

9. Responsibilities

a. Installation commander shall:

(1) Ensure that civilian mobilization planning is adequate to support the wartime mission of the installation.

(2) Establish priorities to ensure that managers and the CPO have the resources needed to carry out their mobilization responsibilities.

(3) Ensure that functions that will be eliminated or drastically curtailed during an emergency are identified.

(4) Coordinate with commanders of serviced activities of other major commands and their higher headquarters as necessary to ensure compliance with installation planning guidance and requirements.

b. Activity managers shall:

(1) Ensure that all civilian mobilization planning actions pertaining to managers and supervisors are completed. The essential actions are as follows:

(a) Prepare a wartime authorization document in coordination with staff and CPO officials. (See tab 2.)

(b) Ensure that employees assigned to designated key positions are reassigned from deploying reserve units or are assigned to nonessential positions to ensure that there is no conflict between their obligations as a reservist and post-mob civilian job requirements.

(c) Determine, in coordination with other managers and the CPO staff, the method for filling wartime positions and other vacancies that are likely to develop because of mobilization.

(d) Ensure that employees are aware of any changes that would occur in their duties, responsibilities, and working conditions in a national emergency (for example, cadre members, 60 hour workweek, and details).

(e) Identify training needs.

(2) Conduct annual review and update of wartime manning documents, standby SF 52s (Request for Personnel Action), and job descriptions.

c. Civilian Personnel Officer shall:

(1) Identify in coordination with management officials the premobilization civilian planning tasks that should be done. Also, identify key mobilization actions to be taken.

(2) Conduct an annual review and evaluation of civilian mobilization planning. Ensure that necessary action is taken to correct deficiencies. In a period of increased international tension, conduct a special review and update.

(3) Provide leadership and direction in the development and execution of the civilian personnel mobilization plan. As necessary, coordinate planning actions with other staff elements, higher headquarters, Federal, and State agencies with mobilization functions.

(4) Keep the commander and top managers informed of the status of civilian mobilization planning throughout the installation. Tell them what assistance is needed from them to ensure effective planning.

(5) Plan for necessary realignment of CPO functions, and for reassignment and detail of employees, as required, to the recruiting and processing functions.

(6) Establish a civilian mobilization planning team in the CPO. The team will consist of a team chief, and a personnel specialist from each functional element of the CPO. The team chief will serve as the civilian mobilization planning coordinator. (See tab 5.)

(7) Ensure that civilian mobilization planning tasks are outlined in the civilian personnel part of the installation mobilization plan, and in other required program documents.

(8) Issue to concerned employees information about their entitlement to advance payments and evacuation payments. (See tab 6.)

(9) (If applicable). This installation is responsible for re-activating (opening) the standby facilities known as (Cite name and location of facility), hereafter called the satellite, upon mobilization. Prepare to establish a civilian personnel office at the satellite. (This item refers only to installations that must activate a standby or new facility, a requirement that occurs primarily in the Army.)

(10) Help managers identify and screen key employees.

10. Activation of the satellite (to be included only if applicable - see 9c(9) above).

a. The civilian personnel officer shall establish a standby CPO for the satellite. The organization and position structure of the CPO will be determined, and cadre personnel (both clerical and technical) will be designated for assignment to each position. The satellite CPO cadre will be composed of installation CPO employees. These employees will serve on a detail (TDY) basis until positions can be filled permanently. Cadre positions that cannot be filled from installation or local civilian personnel resources will be reported through appropriate channels for recruitment assistance. (See tab 7.)

b. Installation activities responsible for establishing a counterpart at the satellite shall identify cadre positions and designate cadre personnel to fill all cadre positions. Staffing needs that cannot be met from installation or local civilian personnel resources will be reported through appropriate channels for recruitment assistance. (See tab 8.)

c. The Civilian Personnel Officer will determine the facilities, equipment, and supplies needed for the satellite CPO. The CPO shall coordinate with heads of other functional departments and other officials as appropriate to ensure their availability, and maintain appropriate documentation. (See tab 9.)

11. Staffing.

a. General.

(1) Mobilization will require a large-scale staffing effort to fill wartime authorized positions not contained in peacetime authorizations. It will also require effort to fill positions that will be vacated by military reservists and/or retired military members subject to inductees recall during moblization. Activation of the satellite (where applicable) will require installation personnel to serve as cadre members to staff satellite activities until permanent personnel can be obtained.

(2) Immediately upon an attack on the United States, or in a national emergency declared by Congress or the President, the career-conditional appointment system will be suspended and replaced by an emergency indefinite appointment system. The characteristics of emergency indefinite appointments are listed in FPM Supplement 910-1, Book II, Subchapter S300-3.

(3) At the same time as the suspension of the career-conditional appointment system, regulatory changes (standby regulations and authorities) affecting employment and retention will become effective. These changes will speed up the recruitment and placement process. They are discussed in detail in FPM Supplement 910-1, Book II, Chapter 30.

b. Premobilization planning actions.

(1) Develop a mobilization staffing plan covering all staffing needs identified in subparagraph 11.a.(1) above. The following principles will be observed in developing the plan. (See Tab 10.)

(a) Make maximum use of in-service personnel as a primary source with special emphasis on incumbents of positions that will become excess on implementation of wartime authorizations.

(b) Categorize wartime authorization positions by priority of fill (that is, M-Day through M+9 days; M+10 through M+29; M+30 through M+59 days; M+60 through M+89 days, and M+90 through M+119 days), and indicate whether they are sensitive or nonsensitive. Coordinate with heads of activities having the same kinds of positions to fill, to establish priority order for assignment of persons when there are not enough qualified persons available to fill all positions at once.

(c) List specific staffing needs by title, series and grade, and include recruitment sources and strategies.

(d) Review and update the plan annually, or whenever major changes occur in the number or types of positions covered by the plan, or in recruitment sources.

(e) Develop a separate plan for the satellite (where applicable).

(f) Report staffing needs that are not likely to be met from the local labor market through appropriate channels for recruitment assistance.

(2) Prepare a list of local recruitment resources and points of contact (name, address, and telephone number). The list should include (but not limited to) schools and colleges, training facilities, local industries, specialized trade and craft unions, special interest organizations (such as clubs, churches, fraternities/sororities, State vocational rehabilitation offices, veterans groups, minority and women's organizations). (See tab 11.)

(3) Conduct an annual analysis of the local labor market to determine capabilities and shortfalls. This should include meetings with officials of OPM area offices, local public employment offices, and other recruitment sources identified in the mobilization staffing plan. (See tab 12.)

(4) Identify potential sources of recruitment competition from other DoD agencies or defense industries. Establish an inter-Service committee, if needed, to resolve conflicting requirements and priorities among competing DoD activities.

(5) Arrange for emergency recruitment services by the U.S. Employment Service, and prepare standby job orders. (See Tab 13.)

(6) Determine the number of employees needed to carry out the recruitment function during the mobilization employment surge period. Pre-establish recruitment teams for activation when needed. Teams will be staffed as much as possible by CPO employees; however, non-CPO employees may also be designated. Identify the organization that each team will serve. Teams will also be designated to recruit on-site at local public employment offices, schools, and at other community sources of manpower. (See tab 14.)

(7) Identify primary, secondary, and third level skills of current employees. Be prepared to assign them to higher priority positions or to positions requiring a scarce skill. (See Feb 15.)

(8) Prepare a list (organization, address, and point of contact) of communications media (radio and television stations, and newspapers) that will publicize installation job opportunities during an emergency. (See tab 16).

(9) Identify vacancies that can be filled by retraining current employees. (See tab 10.)

(10) Make maximum use of retired federal civilian employees, reemployment eligibles, military retirees not otherwise assigned and civilian and military family members with useful skills and who express a desire to fill a mobilization position in the commuting area as recruitment sources. (See tab 17.)

(11) Fully use excepted appointmment authorities (such as Veterans' Readjustment Appointment (VRA), severely handicapped, and worker trainee) for filling vacancies caused by call-up of reservists and military retirees before implementing the Emergency Indefinite appointment system. (See tab 18.)

(12) Request authority to expand local examining authority as necessary to expedite recruitment actions. (See tab 19.)

(13) Request OPM to modify qualification standards for hard to fill wartime positions that cannot be reengineered. (See tab 20.)

(14) Identify for suspension in an emergency those provisions of negotiated labor agreements that may hinder or preclude staffing actions in support of mobilization. (See tab 21.)

(15) Project the characteristics of the potential labor force to identify significant problems that may hinder employment (such as lack of child care facilities, housing, and transportation), and coordinate with staff officials to ensure appropriate contingency planning action. (See tab 22.)

(16) Coordinate with local officials of Department of Labor, Office of Personnel Management, and the Federal Emergency Management Agency. This will ensure establishment of recruitment priorities consistent with installation needs. (See tab 23.)

(17) Coordinate with nonappropriated fund instrumentality (NAFI) managers to identify nonappropriated fund (NAF) employee expansion requirements and excess personnel for reassignment. Develop a NAFI mobilization staffing plan if needed. (See tab 24.)

(18) Develop an information sheet for use by recruitment team members in informing applicants about Emergency Indefinite appointments, and in orienting new employees on benefits and conditions of employment. (See tab 25.)

(19) Provide annual training to recruitment team members on their mobilization responsibilities. (See tab 26.)

(20) Establish and maintain a special file for correspondence pertaining to employees serving overseas without return rights who desire placement at this installation in the event of evacuation to CONUS. Qualification determinations will be made, and those individuals will be slotted for possible assignment to appropriate positions. (See tab 27.)

(21) Develop a post-mobilization promotion and placement plan.

c. Post-mobilization actions.

(1) Activate mobilization recruitment teams.

(2) Implement mobilization staffing plan.

(a) Positions that cannot be filled as proposed in the mobilization staffing plan will be filled by the most expeditious means available.

(b) Positions that cannot be filled through efforts by the local CPO will be referred to appropriate authorities for recruitment assistance.

(3) Route newly selected employees for processing to (building and room number).

(4) Contact pertinent Federal, State, and local agencies for employment assistance.

(5) Occupants of excess positions for whom suitable positions cannot be located will be referred for or offered employment elsewhere in the following order:

(a) Other Service/DoD activities in the commuting area.

(b) Higher headquarters for redistribution.

(c) OPM for assignment to other agencies.

(d) U.S. Employment Service.

12. Technical services

a. General. (See paragraph 11.a. above.)

b. Premobilization planning actions.

(1) Determine the number of employees needed to process personnel actions during the mobilization employment surge period. Processing teams will be preestablished for activation when needed. Teams will be staffed to the maximum extent from among CPO personnel. Report team staffing needs that cannot be met from local resources to appropriate authorities for assistance. (See tab 28.)

(2) Ensure that designated processing team members are trained and familiar with their mobilization responsibilities. (See tab 29.)

(3) Develop step-by-step procedures for in-processing employees. (See tab 30.)

(4) Be prepared to get from civilian personnel data bases a current listing of potential early inductees (ages 18-20), reservists, and military retirees subject to call-up. This information should be provided to recruiting personnel and pertinent managers for planning and mobilization exercise purposes. (See tab 31.)

(5) Maintain a list of retired Federal civilian employees and reemployment eligibles in the commuting area for use as a recruitment source. Basic data are available from the Defense Manpower Data Center (DMDC). (See tab 32.)

(6) Develop and maintain a list of retired military personnel not likely to be recalled in the commuting area for use as a recruitment source. Basic data are available from DMDC.

(7) Develop and maintain a list of family members of DoD employees, active duty and retired military with useful skills and who express a desire to fill a mobilization position as a recruitment source.

(8) Overseas CPOs will identify the CONUS activities where employees serving overseas without return rights will be assigned in the event of evacuation. Overseas CPOs will provide employees' names to the respective CONUS CPOs. (See tab 33.)

(9) Keep on hand enough CPO supplies and forms identified in appendix. (See tab 34.)

(10) Survey at least annually the status of employees in Reserve Components, military retirees, and potential early inductees. Use the data obtained to update civilian personnel records. (See tab 35.)

(11) Ensure that persons selected for an Emergency-Essential position overseas sign an agreement to remain in the event of hostilities or mobilization until relieved by proper authority. Persons who refuse to sign will not be appointed. (See tab 36.)

(12) Maintain a separate set of regulations for the satellite. (See tab 37.)

c. Post-mobilization actions.

(1) Activate processing teams.

(2) Issue and control authorization for emergency evacuation advance and allotment payment.

(3) Omit employee in-processing steps when necessary to permit timely reporting of new employees for duty. As a minimum, record the employee's name on the SF 52, administer the oath of office, and have the employee sign the appointment affidavit. Plans will be made for supervisors and managers at remote work sites to administer the oath and mail the appointment affidavit to the CPO. Complete the omitted steps in processing at the earliest possible date.

13 Position management

a. General

(1) During mobilization the recruitment sources identified in the mobilization staffing plan for specific wartime positions may not produce the quantity and quality of eligible candidates expected. This will require the re-engineering of jobs to help recruitment and advising management on organizational changes that will support mission accomplishment with available personnel resources.

(2) On attack or declaration of a national emergency, routine position classification audits, biennial surveys, issuance of standards, and classification appeal requirements will be suspended.

b. Premobilization planning actions.

(1) Ensure the preparation of job descriptions for all expansion requirements on wartime authorization documents.

(2) Participate with Comptroller, manpower/management division (or comparable office), and activity managers in preparation of wartime authorization documents. Coordinate with recruitment and placement branch and activity

managers to establish strict civilian position structures using job engineering to the maximum extent possible to reduce the need for additional staffing for scarce skills.

(3) Review wartime positions for appropriate civilian title series and grade. (See tab 38.)

(4) Review wartime military positions in coordination with manpower officials and annotate those that could be changed to civilian positions if the need arises. (See tab 39.)

(5) Maintain a file of mobilization job descriptions. (See tab 40.)

(6) Determine title, series, and grade of any NAF expansion requirements. (See tab 41.)

(7) Maintain an extra set of job classification standards and regulations. (See tab 42.)

(8) Maintain a copy of current wage rate schedules for the satellite (See tab 43.)

c. Postmobilization actions.

(1) Cancel scheduled classification surveys and position audits.

(2) Determine title, series, and grade of new positions not previously classified.

(3) Resolve job evaluation appeals.

(4) Advise managers of organization adjustments needed to best use available resources, and assist in further reengineering of positions to meet installation needs as necessary.

14. Training

a. General. Workforce expansion and realignments will require extensive training of newly hired and current employees to assume new or additional mobilization duties. Positions requiring scarce skills will be restructured through job engineering where feasible to simplify and expedite recruitment and training.

b. Premobilization planning actions.

(1) Develop a training plan that will ensure adequate training of employees to be hired for work force expansion purposes, and of current employees designated to assume new or additional duties in the event of mobilization. Coordinate with managers, supervisors, classification specialists, and staffing specialists to identify training needs and develop training plans. The plans will include a statement of the knowledges, skills, and abilities to

be developed; the equipment, machines, and materials to be used; the instructional methods and training schedules to be followed; identification of instructors who will conduct the training; and the identification of on and off post training facilities to be used. (See tab 44.)

(2) Review individual and group training plans each year or on change of mission to ensure they are adequate to develop required skills and that training facilities and materials are available. (See tab 45.)

(3) Conduct or arrange training for current employees to ensure the skills, knowledge, and abilities needed to perform mobilization assignments are kept up to date. (See tab 46.)

(4) Provide training in standard Red Cross first aid emergency medical treatment procedures and cardiopulmonary resuscitation (CPR) techniques to at least 10 percent of the civilian work force. Sources for local assistance in planning and conducting such training include local offices of the American Red Cross, American Heart Association, military hospitals, community medical facilities, fire departments, and rescue leagues. (See tab 47.)

(5) Maintain lists of the skills for which orientation and skills training may need to be conducted. (See tab 48.)

(6) Ensure that sufficient on and off installation training facilities are available to accommodate expanded training requirements. (See tab 49.)

(7) Identify and appoint well qualified instructors and apprise them of their responsibilities. Provide instructor training where there is a shortage of qualified instructors. (See tab 50.)

c. Postmobilization actions. These actions are to implement and coordinate the training plan.

15. Employee Relations

a. General

(1) During general war, mission requirements may preclude the processing of negotiated grievances within prescribed time frames.

(2) Prior consultation or negotiation with union may not be possible due to conditions requiring immediate emergency action. Under 5 USC 7106, commanders may take actions necessary to carry out the agency mission during an emergency and later meet their obligations to consult or negotiate on procedures under 5 USC 7106.

b. Premobilization planning actions.

(1) Ensure that labor union officials are provided a copy of the installation civilian personnel mobilization plan, and that they understand the way civilian personnel administration will be carried out under the various phases of mobilization. (See tab 51.)

(2) Determine union contract provisions that may need to be suspended to help accomplish the mission, and prepare adequate justification. This will be done in coordination with other CPO branches. (See tab 52.)

c. Postmobilization actions.

(1) Assist management in day-to-day relations with employees organizations to help provide a positive work atmosphere leading to optimum productivity and employee satisfaction.

(2) Maintain constructive and cooperative relationships with unions to the fullest extent possible. Enlist the support and assistance of union officials in actions to improve production and service, and to promote the full use of manpower resources during an emergency.

(3) Keep union officials fully informed of emergency condition, and situations as they evolve.

(4) Make every effort to resolve problems at the lowest organizational level.

APPENDIX F

TRAINING PLAN DEVELOPMENT

A. Purpose

This appendix alerts manpower and personnel planners to some of the training requirements which the installation mobilization plan should consider. It excludes formal programs, such as Service schools, training programs, and other centrally established and controlled activities.

B. TRAINING PLAN ESSENTIALITY

1. Mobilization manpower changes. At many installations, mobilization increases workload and new positions, and changes positions and responsibilities of assigned personnel.

2. Timeliness. Many of these changes must be made rapidly. Frequently, training is the most expeditious and productive way to accommodate these changes and match available skills to those required. This requires as much preplanning as possible. In some cases, training is feasible during peacetime; in other cases, it must be done after mobilization begins.

C. TRAINING PLAN FORMULATION

1. Estimation of requirements. Training plan formulation begins with an estimation of requirements for the various types of training needed to qualify people with different backgrounds.

2. Staffing plan. The installation's completed staffing plan, based on its total mobilization authorization, provides the basis for these estimations. This plan identifies the personnel source for filling each authorized mobilization position. It designates positions as military or civilian and identifies those that will be filled by new hires, transfer with promotion or expanded responsibilities, cadre personnel, or transfers to different positions. When preassignment of retirees and IRR is minimal, the installation probably will determine many detailed training requirements on a post M-day basis. Preplanning is appropriate where large numbers of individuals are preassigned. All installations should use IMA's during their two weeks of annual active duty for training in their mobilization assignments to maintain skill currency. Preplanning the civilian personnel training program is more credible since most training requirements are determined locally, are less susceptible to change, and the training capability is more readily identifiable. Also, much of the required training can be accomplished prior to M-day.

3. Sources of personnel. There is a variety of personnel sources for filling these mobilization manpower requirements. The following list is representative:

PERSONNEL SOURCES

MILITARY	CIVILIAN
Non-prior service personnel	Local (installation) excess
Mobilized retirees	Overseas evacuees/returnees and family members
IMAs	Local transfers/promotions
Non-deployables	Excess Federal employees in area
Excess personnel due to reduced/terminated missions or inactivations	Retired Federal employees
Prior service volunteers	DoD Priority Placements
IRR	Interns
	New hires

4. Types of training. The training needs of personnel from these varied groups will differ. For example:

TYPES OF TRAINING

Refresher training	To bring a person with basic but non-current knowledge of a particular skill up to date with state of the art techniques, procedures, and materials
Retraining	To provide basic knowledge in a new skill so that the individual can operate at a minimum level of proficiency

Cross-training	To provide basic knowledge of a new skill for emergency use while maintaining proficiency in a primary (different) skill.
Supervisory training	Enhancing the journeyman's basic skill by providing training in personnel relations, management, labor relations, etc.
On-the-job training	To increase skill proficiency by actually working in a specific position under close supervision.

5. Other considerations. Training plans should identify required training facilities, sources of instructors and training materials, and the general course contents, if appropriate. The installation should determine the need for external resources, such as vocational schools, trade organizations, expanded apprenticeship programs, and skills that require assistance from higher headquarters to satisfy the demand.

D. REFERENCES

Appendix C, "Typical Planning Guidelines", contains a number of training guidelines that expand on the responsibility of each Service to determine the need for and frequency of refresher training.

APPENDIX G

TESTING OF MOBILIZATION MANPOWER PLANS

A. TESTING IN MAJOR EXERCISES

Exercises that are Major Command or Service-wide can be excellent testing mechanisms for the installation. They impose external and sometimes unexpected demands on the installation, permitting it to test its plans, analyze the results and revise the plans if necessary. Some major exercises, however, do not fully test every element on the installation, leaving parts of the installation plan unevaluated. This appendix suggests an approach the installation can use to improve the depth and breadth of testing and evaluation.

B. IDENTIFICATION OF SEPARABLE UNITS OF ANALYSIS

1. Division of the plan into phases

The plan should be divided for evaluation if not already organized into time phases. Phase changes are useful whenever the mission, organization or workload changes significantly in the plan.

2. Division into organizational elements

Similarly the evaluator can break the installation down into organizational elements for analysis. Each element should be separable from others such that inputs to the element and outputs from it can be identified. In the first such evaluation, these elements should be rather large and represent major functional, as well as organizational, areas.

3. Possible need for subphases

Any element identified for evaluation may need a further division of one or more of the plan phases. This can happen because the element's workload or manning is scheduled to change during one of the plan phases.

4. Unit of analysis

A unit of analysis, for use of this procedure, is one organizational element in one phase (or subphase) of the plan.

C. PRIORITIES OF UNITS OF ANALYSIS

A detailed examination of every unit of analysis may require a long time, so to ensure that the most critical units of analysis are addressed, they should receive first priority. That priority is based on the criticality of the unit of analysis to the success or failure of the plan as a whole. Thus, analysis can be complete and corrective action well underway on the top priorities before examination begins on the lowest priorities.

D. EXAMINATION OF EACH UNIT OF ANALYSIS

1. The baseline

The normal peacetime operation of the organizational element is probably the best place to begin. Are statistics available on its inputs (directives, materials, patients, etc.)? Its outputs? Its average on-duty strength? If the data is not on hand, can it be obtained? If not are reasonably good estimates possible?

2. The mobilization situation

The plan analyst now needs mobilization estimates for the unit of analysis that parallels the baseline information. If the information is not in the plan can it be estimated? If it cannot be estimated, a realistic exercise may be the only way to test this unit of analysis. If reasonable estimates are possible, then a comparison with the peacetime baseline should permit a conclusion on how well the unit of analysis will work in a mobilization.

3. Testing the unit of analysis

a. A mini-exercise to test the unit of analysis may be needed. The need may be critical if important data is not otherwise available or if the planned mobilization operation of the element is sufficiently different from peacetime to make a comparison. Even if neither of those conditions exists, a mini-exercise may be very important to the plan as a whole if the unit of analysis is critical to the success of the entire plan.

b. A mini-exercise, to be useful, requires careful design. It is important to know what questions the exercise should answer and to plan it in a way that will ensure answers to those questions. The organizational element can be isolated from normal day-to-day business, provided with the expected types of mobilization inputs and carefully monitored for resulting performance. At the same time that the element is isolated, it should remain in its normal location if that is where it is expected to work in mobilization. On the other hand if the plan calls for it to move then it should be tested in its mobilization quarters. There must be enough testing personnel in contact with the element being exercised to simulate all the expected external contacts in mobilization. The exercise must last long enough to attain its objectives (not easy in peacetime environment with daily pressures demanding attention).

E. INSTALLATION LEVEL ANALYSIS

1. The test plan

The installation, of course, should schedule analyses and mini-exercises to determine whether the installation mobilization manpower plan is workable. In addition to testing in priority order, there should be a basically common scenario for all the analyses and mini-exercises. Some variations are possible to ensure a full test of each functional area. The results at any time in the testing program should provide the clearest picture possible of the viability of the installation plan as a whole. If analysis alone gives very reliable results, then no exercise is needed for that unit of analysis.

2. Results

Installation planners should seek several types of results from their testing of the plan. Does the installation need a more complete or clearer statement of its mobilization responsibilities? Does the priority assigned to units of analysis hold up or does the plan prove highly dependant on one or more low priority elements and affected very little by others of high priority? If some units of analysis prove to be stretched too much and others too little what courses of action can resolve the imbalance? Most importantly could the installation accomplish its mission using the plan? If not, what can the installation itself do about it?

F. PROGRESSION

A strong, persistent program over a period of several years can ensure, as much as possible, that the installation plan will work and work well. Such a program will include an annual cycle of analyses and tests of units of analysis. It will also include the thoughtful testing of the plan as a whole in major exercises. These can be excellent opportunities to obtain answers to questions important to the installation that may be difficult to answer by the installation itself in isolation.

APPENDIX H

SAMPLE CIVILIAN MOBILIZATION PLAN REVIEW AND EVALUATION WORKSHEET

A. INTRODUCTION

Chapter 3, Section C. of this Handbook addresses mobilization plan approval and evaluation. Appendix E, above, is a sample Civilian Mobilization Plan that might be used as a model for installation planners. Figure H-1 is a worksheet format, using the sample plan and designed to assist in the plan evaluation process. To be useful at a specific installation, the worksheet would have to be tailored to the mobilization plan actually in use there, but this sample may help to develop one. The worksheet should indicate the approving authority, such as the installation commander or a designee.

B. WORKSHEET DESCRIPTION

1. The left side of the worksheet is an outline of the sections of the plan itself. Where necessary, sub-sections should be listed.

2. The first two columns ("Initial Plan Review") are for the initial review and approval of the plan as discussed in Chapter 3. Section C. of the Handbook. As each section is completed, the planner fills in a date in the column marked "Completed". When that section has been approved, the "Approved" column should be filled in with the appropriate date. Different individuals, representing the various functions of the installation, may complete the various sections, so the approving authority must ensure that everything is properly coordinated.

3. The next two columns (under "Premobilization Actions Completed") indicate the completion of those actions that the plan determines should be done before mobilization. These columns are not applicable to the first eight sections of the plan. Sections 9 through 15 of the sample plan (Appendix E) have subsections that require premobilization planning actions and these should be listed on the worksheet. As these actions are completed, the planner fills in the date and the nature of the action.

4. The next part of the worksheet is for recording those actions taken to revise or improve the plan as the result of mobilization exercises. These columns provide a place to record the date of the exercise and a description of each action completed. The installation mobilization planner(s) can add additional columns, when required, to accommodate the results of additional exercises.

5. As indicated in Chapter 3. Section C. of the Handbook, installation planners should completely review the plan at least annually. The last two columns of the worksheet ("Annual Review") are for that purpose. The intent is to enter the date of the review and any action taken. In subsequent years, columns should be added to accommodate continuing annual reviews.

6. The worksheet shows illustrative entries for some sections of the sample. For actual plans, all sections should be covered in the evaluation.

SAMPLE CIVILIAN MOBILIZATION PLAN REVIEW AND EVALUATION WORKSHEET

Approving authority (install cmdr or designee)

PLAN SECTION	INITIAL PLAN REVIEW		PREMOBILIZATION ACTIONS COMPLETED		EXERCISES		ANNUAL REVIEW	
	COMPL'D	APPROVED	DATE	ACTION TAKEN	EXERCISE DATE	ACTION TAKEN	REVIEW DATE	ACTION TAKEN
1. Purpose	1/25/84	2/10/84	N/A	Not applicable	10/16/84		2/10/85	Reviewed
2. Applicability								Reviewed
3. Objective								Reviewed
4. Organization of Plan								Reviewed
5. References								Updated
6. Definition								Updated
7. Policies						) Policies and mob mission sections revised		Reviewed
8. Mobilization mission			N/A	Not applicable				Reviewed
9. Responsibilities								
a. Install Comdr			3/25/84	) Planning & coordinating activities completed				Reviewed
(1) Planning Adeqt								Reviewed
(2) Estab prior								Priorities revised
(3) Elim func								Reviewed
(4) Coord with Serv'd activ			3/25/84					Reviewed
b. Activity Mgrs:								Reviewed
(1) Action comp			2/28/84	Wartime auth doc completed				
(a) Auth document								Auth doc updated
(b) Screen key employees				Key employees screened		Additional employees screened		Updated
(c) Determine methods for filling positions				Methods for filling positions determined				Reviewed
(d) Ensure employee awareness				Employees informed by memo				New memo issued
(e) Identify training needs				Training plan developed		Training plan revised		Reviewed
(2) Form 12-11 actions				Employee list reviewed				Reviewed
(3) Documents review			2/28/84	All documents reviewed and updated		Several documents revised		Reviewed
c. CPO								
(1) Identify planning tasks			3/10/84	Planning tasks identified				Task list revised
(2) Annual review				See Annual Review column				Completed
(3) Dev mob plan				Civ mob plan developed				Reviewed
(4) Keep comdr and managers informed				Comdr briefed on civ mob plan				Reviewed
(5) Plan realignments				Realignments incl in plan		Add'l realignments		Reviewed
(a) Mob planning team				Planning team established				New members added

Figure H-1

APPENDIX I

SERVICE REQUIREMENTS PLANNING SYSTEMS

Following is a highly abbreviated description of the systems used by each Service in developing its wartime manpower requirements.

A. ARMY

The Army Mobilization and Operations Planning System (AMOPS) supports the JSCP, provides guidance on force availability, force allocation and functional planning, and integrates OPLAN TPFDL requirements planning with Army mobilization planning. The Army Mobilization Plan (AMP) is the collected set of mobilization plans produced by the Department of the Army and its major commands. The Forces Command (FORSCOM) Mobilization and Deployment Planning System (FORMDEPS) supplements AMOPS and governs development of Reserve Component unit plans, FORSCOM subordinate installation and unit mobilization plans and the Mobilization Troop Basis Stationing Plan (MTBSP). The MTBSP schedules the time-phased mobilization of Reserve component units, assigns mobilization stations and provides details of deployments. In a similar manner, the Training and Doctrine Command (TRADOC) has their Mobilization and Operations Planning System (TMOPS) which provides guidance and direction for their installations in preparing their individual mobilization plans. One major output from this system is the Training Base Expansion Plan. Other major commands such as the Health Services Command and the Army Materiel Command also prepare their respective mobilization plans.

These major command documents provide the necessary guidance for individual installations to develop their time-phased mobilization workloads. All installations then can develop their mobilization manpower requirements based on this workload and mission guidance from, and in coordination with, their parent major command to meet surge and operational requirements. Wartime requirements are documented for each organization in Mobilization Tables of Distribution and Allowances (MOBTDA). The Mobilization Base Resource Planning System (MOBREPS) is the management information system assigned to provide the Army installations the guidance they need to develop their mobilization TDAs.

B. NAVY

The Navy Capabilities and Mobilization Plan (NCMP) is the basic Navy document for providing guidance and allocating forces in support of the JSCP and specific OPLANS. It also provides general direction and guidance to second and third echelon commands for developing Logistics Support and Mobilization Plans (LSMP). Mobilization manpower requirements are developed through the Navy Manpower Mobilization System (NAMMOS), based on projected workload changes by functional category of manpower. Resulting requirements are documented in the Navy Manpower Data Accounting System (NMDAS). This system includes both peacetime and mobilization billets and positions for each ship, squadron, and shore installation input via the 1000/4A or Manpower Change Request process.

C. AIR FORCE

The Air Force War and Mobilization Plan (WMP) supports the JSCP, documents manpower force availability, provides functional planning guidance, and integrates OPLAN TPFDL requirements planning with Air Force mobilization planning. An annual scenario-based requirements exercise (MANREQ) analyzes wartime manpower requirements versus manpower assets. The analysis combines overseas and CONUS sustaining requirements using designated OPLAN force schedules in conjunction with a support force sizing exercise (FORSIZE) to determine total requirements. Major commands identify their deployment requirements and develop their CONUS sustaining requirements to support wartime activity levels. They provide wartime manpower requirements to the base level to support mobilization and CONUS sustainment planning. Most validated requirements are documented in command and base level manpower data systems. Coding indicates whether requirements are: matched by an authorization, deployable or in-place, used in same or different unit, matched by a peacetime requirement, or available for use elsewhere although required in peacetime. Requirements in the Base Manpower Data System are the basis for producing each Air Force units' Wartime Unit Manpower Document (WUMD).

D. MARINE CORPS

The Marine Corps planning process develops two key related plans. The Marine Corps Capabilities Plan (MCP) directly supports the JSCP and requirements of specific OPLANS. The Marine Corps Mobilization Management Plan (MPLAN) governs planning and implementation of selected, partial, and full levels of mobilization. Annex F (Manpower Plan) to the MPLAN provides detailed guidance and instructions for the manpower and personnel aspects of mobilization planning. Based on mission, workload, and functional guidance from Marine Corps Headquarters, each installation determines its wartime requirements. After validation, requirements are coded and documented in non-Fleet Marine Force (non-FMF) Wartime Series Tables of Organization (W-Series T/Os). FMF unit manpower requirements are developed in Wartime Troop Lists to support the TPFDL for each operation plan.

APPENDIX J

TIME-PHASING OF MANPOWER TO MEET TIME-PHASED WORKLOAD

A. PURPOSE

Effective management of manpower during a mobilization requires that manpower be time-phased to meet the time-phasing of missions and workloads that the installation will have after M-Day. Time-phasing in necessary to synchronize manpower requirements with decreases and increases in workload as they occur over time, recognizing that various functions expand and reduce at different time intervals. This appendix describes briefly the process of time-phasing manpower to match workload changes.

B. WORKLOAD CHANGES

1. Planning Guidance. The key to time-phasing manpower is having a clear definition of time-phased mobilization workload changes. Installations normally look to their higher headquarters for this guidance which identifies the functions and workloads that increase and decrease and at what point in time after M-Day those changes are planned to occur. The guidance should identity the following kinds of planning factors and the timing associated with each.

a. Mobilization missions and tasks. Examples are mobilization and processing of Reserve Component units, support of deployments, pre- and post-mobilization training, sustaining and residual missions, and support of tenant activities of other commands and Services.

b. Wartime functional concept that affect workload, including changes in priority.

c. Functional workloads, production schedules, and activity rates, including base population loading.

d. Workloads that are:

(1) Not performed in peacetime but will be performed in wartime.

(2) Performed in peacetime but will not be performed in wartime.

(3) Performed in peacetime but will increase or decrease in wartime.

(4) Performed in peacetime by military personnel but will be performed by civilians, contractors, or recalled retirees in wartime. If guidance on time-phased mobilization workload is incomplete or unclear, installations should request clarification from higher headquarters.

2. Workload Characteristics. The kinds of workload changes that will occur in making the transition from peacetime to wartime operations will vary from one installation to another. Some installations may continue their

peacetime mission but with greatly accelerated rates of activity and production. Others may assume new wartime missions and workloads, such as receiving, processing and deploying reserve units. At most installations, while essential mobilization workloads are increased, selected peacetime functions that are not critical to support of combat forces are reduced, discontinued, or temporarily deferred in order to release manpower for more urgent duties.

3. Timing and Sequence. Relative priorities and practical constraints determine the timing and sequential order of specific workload changes. An installation may undergo a total increase in mobilization workload, but, within that total, the workloads of separate functions are likely to fluctuate up or down over time to meet priorities and constraints. For example, in order to use available manpower and plant capacity to prepare critical equipment for early deployment, a repair and maintenance shop may defer routine maintenance. Likewise, packaging and shipment workloads would be time-phased with the availability of the equipment to be shipped and required transportation. Deferrable housekeeping and administrative functions may be curtailed to release manpower and space for housing, messing, and processing of early mobilizing reserve units. Some mobilization tasks, such as deployment of units, may peak and then phase out when completed. Other tasks, such as production and supply, may build up gradually and continue at high activity rates. Figure J-1 shows an example of how workloads might be time-phased in relation to the support and processing of a mobilized reserve unit.

C. MANPOWER AND PERSONNEL

The time-phasing of workloads outlined above provides the basis for developing corresponding time-phased wartime requirements for the numbers, skills, and grades of military and civilian manpower as well as the requirements for contract services needed by each organization and installation. These requirements, in turn, are the basis for planning and implementing time-phased personnel realignment and fill actions to meet mobilization needs.

ILLUSTRATIVE TIME-PHASING OF WORKLOADS

FOR SUPPORT AND DEPLOYMENT OF MOBILIZED RESERVE UNIT

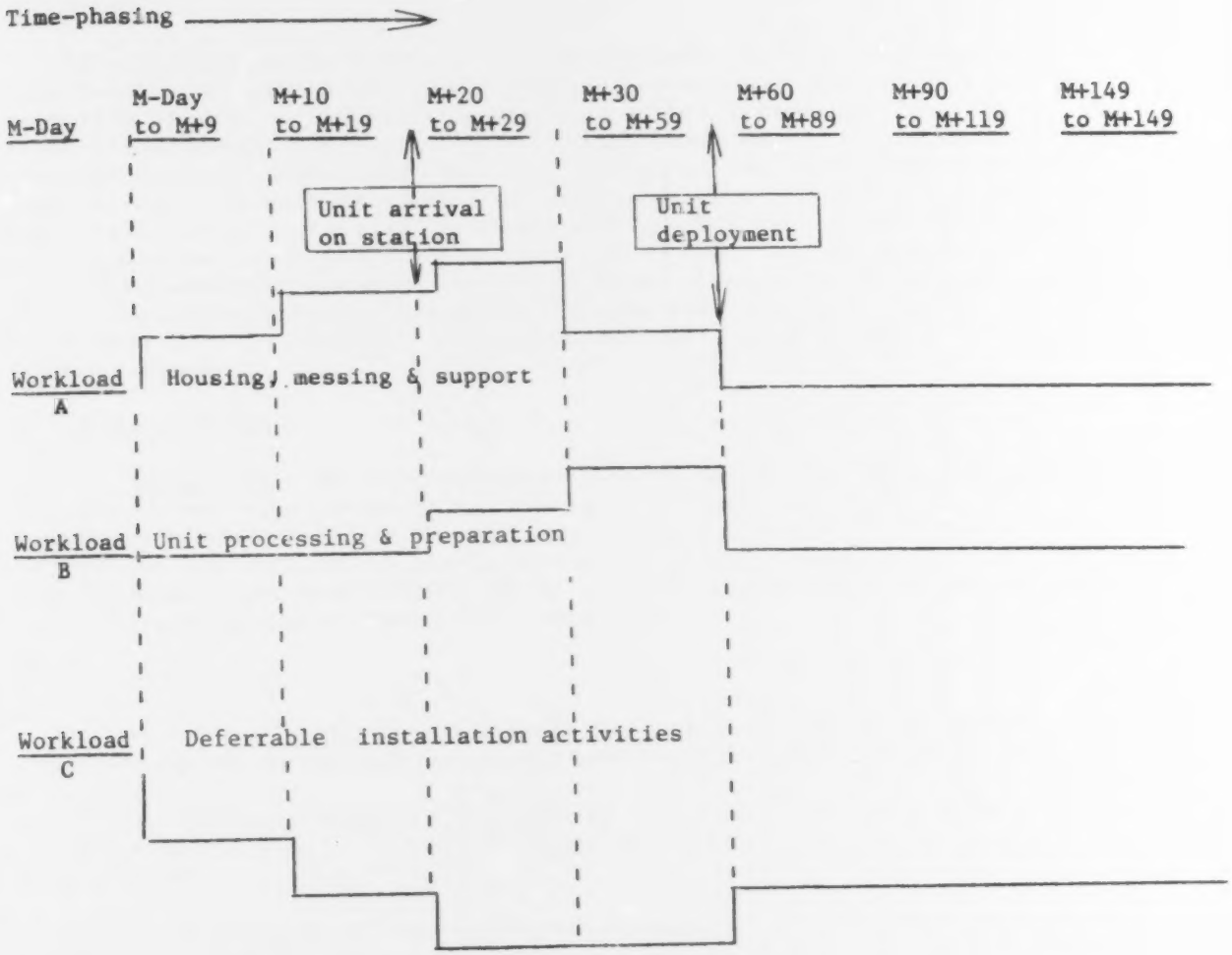

Figure J-1

APPENDIX K

EXAMPLES OF METHODS FOR FILLING MILITARY MANPOWER NEEDS

A. PURPOSE

It will often be necessary to realign available manpower to satisfy the requirements of mission and workload changes that occur on mobilization. The objective of such realignments is simply to ensure timely and effective use of available manpower in meeting the most urgent needs of the emergency situation. Specific manpower requirements may last throughout the contingency or may require only temporary solutions. In cases where requirements are firm, planners may be able to project actual personnel realignments in advance. Other cases may require real-time selection of personnel at the time the need arises. As a minimum, personnel planners should determine and plan in advance the procedures for accomplishing such realignments. The following sections describe examples of methods that Services use, or plan to use, in filling emergency military manpower needs.

B. CROSS-LEVELING

1. Background. The Army's Mobilization Cross-Leveling (MCL) system is an automated, real-time system to support major command redistribution and installation cross-leveling of available military personnel. MCL was tested in 1982 and approved as an interim system for use until replaced by the Total Army Personnel Data Base (TAPDB) which is in development. Personnel assignments under MCL are permanent rather than temporary.

2. Definitions[1]

a. Cross-leveling. Assignment or transfer of personnel within a major command at an installation at unit or installation direction.

b. Redistribution. Assignment or transfer of personnel between installations of a major command directed by intermediate or major command headquarters.

c. Distribution. Assignment or transfer of personnel between major commands directed by "wholesale" agencies, such as the Army Military Personnel Center.

3. Concept. Upon mobilization, personnel distribution shifts from centralized peacetime procedures to a decentralized concept that includes:

a. Directing "stop loss" actions to stabilize the force.

b. Delegating distribution authority to the lowest levels, with major commands becoming primary managers of personnel assets.

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[1] Unless identified as extracted from JCS Pub 1, terminology herein is not standardized within the DoD and is applicable only in the context of this document.

c. Applying management by exception where intermediate and higher headquarters deal only with problems that lower levels cannot resolve.

d. Replacing peacetime by-name assignments with bulk levy procedures.

4. MCL Capabilities. MCL lets personnel managers:

a. Generate reports of required, assigned, and net overages and shortages by skill and grade for command levels and units.

b. Search for individuals by skill and grade combinations within a specified installation or unit.

c. Cross-level or reassign individuals between units.

d. Change manpower requirements at the unit level, as needed, by updating, adding, or deleting individual records.

e. Mobilize or "fence" units on the system.

5. MCL Limitations

a. MCL is an information system; not a decision making system. It provides the data to assist in making personnel management decisions.

b. As an interim system, MCL does not interface with the Standard Installation Division Personnel System (SIDPERS). Personnel managers must initiate and track SIDPERS transactions for consistency with MCL actions.

c. While MCL immediately reflects decisions, it does not move the people.

d. MCL neither identifies deployability or non-deployability of people, nor does it identify deployable people displaced by retirees or non-deployable people.

e. MCL identifies only overall shortages; not critical shortages. The commander must still make this determination.

C. OTHER METHODS

1. Temporary Detailing. Most Services use temporary procedures for detailing personnel from functions that can be curtailed or deferred to fill manpower needs in new or expanding wartime functions. Whether formal or informal, these methods usually involve the following steps:

a. Project authorized wartime vacancies and personnel that are eligible for temporary assignment or detailing.

b. In concert with functional managers, determine priorities and time-phasing for filling vacancies by function and position.

c. Earmark personnel by primary or secondary skill qualifications to fill vacancies.

d. Plan to fill non-deployable wartime positions with retirees, if appropriate.

e. Train personnel in peacetime to perform their wartime duties, through refresher training of cross-training.

f. Test responsiveness and effectiveness through periodic exercises.

2. Marine Corps Mobilization Personnel Processing

a. Where required, Marine Corps bases use temporary detailing to attain an immediate 24-hours-per-day, 7-days-per-week, capability for processing incoming reservists and retirees. For example, a mobilization personnel processing center may have a peacetime cadre of 10 full-time active duty personnel, and require 200 augmentees for full wartime manning. Mobilization plans provide for the detailing of active duty base personnel as initial augmentees. Upon mobilization, selected base activities furnish the augmentees from their own resources according to predesignated skill requirements and tasking.

b. During peacetime, augmentees receive periodic training and participate as a processing unit in live exercises to maintain proficiency. The manning concept calls for providing fillers to the Fleet Marine Forces using Individual Ready Reservists (IRR) and filling billets in supporting bases and stations with retirees. The mobilization personnel processing centers perform a full range of processing functions, including personnel, legal, medical and dental, personal affairs, finance, supply, transportation, billeting, food service, and security support.

3. Air Force Personnel Support

a. The Air Force uses a system of predesignated deployable personnel teams to provide personnel support of contingency operations. The system of automated and backup manual procedures, hardware, and the deployable teams is collectively called Personnel Support for Contingencies (PERSCO).

b. The mission of PERSCO teams is to support the deployed combat commander by maintaining strength accountability; processing actions to fill shortfall, backfill, and attrition vacancies; and providing other personnel support for deployed and in-place forces, including civilian employees that deploy in support of contingency operations.

c. PERSCO may operate either in direct support of specific OPLANs or in support of contingencies where no OPLAN is involved. Major commands and the reserve forces provide PERSCO teams from selected base personnel offices according to OPLAN tasking requirements. The tasking, as well as the team composition and its equipment is keyed directly to personnel strengths and to the operating environment at each employment base that requires support in a particular OPLAN.

d. Preassigned PERSCO team members, including alternates, receive specified recurring training and participate in live exercises to test effectiveness and response. Team members must be available for deployment 24-hours a day. They must be ready to deploy with 6 hours of initial alert or deployment notification. The use of multiple manning and on-call shift scheduling facilitates this response capability.

4. Air Force Augmentation Programs

a. WARSKIL. For several years, the Air Force used the centrally managed WARSKIL program as a means of providing personnel augmentation and offsetting aggregate shortages in selected skills needed in wartime or for contingencies. In practice, the centralized management concept lacked sufficient flexibility and responsiveness in balancing rapidly changing requirements and resources. Therefore, WARSKIL has been discontinued in favor of other, more effective augmentation procedures.

b. READY Program

(1) The Air Force has developed and tested a decentralized program called the Resource Augmentation Duty (READY) program. The READY program is managed at base level on the premise that the local commander is in the best position to evaluate the need for augmentation and to align available personnel to meet local wartime or contingency requirements.

(2) READY augmentation is designated to meet inplace wartime, contingency, or other emergency situations, including support of OPLANs. It does not normally include people tasked for mobility or deployment in support of approved OPLANs; these people are managed separately through the Contingency Operation Mobility Planning Execution System (COMPES) which directly supports the JCS Joint Operation Planning and Execution System (JOPES). The selection of personnel for READY augmentation duty is based on the commander's assessment of available resources, operational requirements, time-phasing, and relative priorities. The augmentation duty is effective for the duration of the emergency; it does not affect an individual's assigned skill speciality, but may require peacetime training in specific augmentation duties. Periodic live exercises supplement individual training and test unit effectiveness.

(3) The READY program is linked to the personnel data system to account for personnel and track the status of the numerous augmentation programs that exist at most Air Force bases. Coding procedures identify people who are trained for duties in support of specific functions. Personnel in the READY program will augment a broad range of emergency functions. Some examples are: mobility control centers, air cargo and passenger terminals, rapid runway repair, motor pool operations, personnel control centers, disaster preparedness, medical services, weapons loading, battle staffs, command posts, exercise evaluation teams, security, and law enforcement.

APPENDIX L

PLANNING FOR CIVILIAN MOBILIZATION RECRUITMENT

A. CONCEPT OF FIGURE

Figure L-1 shows the relationship among the various steps in planning for mobilization recruitment of Federal civilian employees. Those steps shown as parallel to one another can be accomplished simultaneously. A step shown immediately following one or more other steps depends on the completion of the preceding steps before it can begin. For example, Step 1 must be completed before Step 2 begins, but Step 3 can be accomplished and time during the period required for Steps 1 and 2. Both Steps 2 and 3 must be completed before Step 4 begins. Tenant organizations should take Steps 1-15 concurrently and in coordination with the host installation. Figure L-1 follows the description of the individual steps.

B. DESCRIPTION OF PLANNING STEPS

The numbered description below refer to the steps (arrows) on Figure L-1 with the corresponding numbers:

1. Compare peacetime and mobilization authorization documents and develop lists of:

   a. Common positions

   b. New positions on mobilization

   c. Positions made excess by mobilization

2. Prepare a separate abbreviated file of job/position descriptions for all new mobilization jobs that are not authorized in peacetime. Include the Dictionary of Occupational Titles (DOT) codes on all requests for personnel actions that accompany abbreviated job/position descriptions.

3. Obtain from functional managers the timephased work force priorities to meet the most urgent mission requirements during mobilization.

4. Through functional managers identify all key positions.

5. Identify all employees who are likely to receive a military call-up in the early stages of mobilization. For planning purposes these should include all Ready Reservists, military retirees under 60 years of age who did not retire on disability and are not Key Employees, and 20 year old males with no know physical disqualifications. Depending on Service policies and the individual skills, Standby Reservists may be included.

6. Develop and maintain current lists[1] of:

a. Federal civilian retirees in the local area.

b. Local military retirees not likely to be recalled to active duty.

c. Civilian and military family members (when practical and including both local and returning from overseas) with useful skills who want to fill a mobilization position.

7. Arrange for local U.S. Employment Service offices to provide expanded recruitment and referral services on mobilization, and determine the capabilities of other local sources such as schools, colleges, training facilities, industries, trade and craft unions, special interest groups (including veterans and minority organizations) and OPM offices.

8. Compare the results of Steps 4 and 5 to identify critical early losses. Reassign the Ready Reservists to non-key positions or have them removed from the Ready Reserve. Request exemption from callup for military retirees in key positions.

9. Designate key position replacements for all reservists and for those military retirees for whom exemption from callup has not been granted.

10. Identify the remaining (non-key) positions occupied by those likely to receive a military callup within the early months of mobilization.

11. Develop initial mobilization vacancy list by combining current vacancies, new positions to be established on mobilization, expected early losses to military callup, and estimated attrition.

12. Designate in advance incumbents of "excess positions" and any personnel over the peacetime authorization to fill mobilization positions for which they are qualified.

13. To qualify more incumbents of "excess positions" for mobilization positions and to make recruitment easier:

a. Plan internal promotions to use current employees in higher grades in their skills and reduce the vacancies to more readily available entry level skills.

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[1] Lists will be most useful if the installation contacts each individual to determine his or her skills and readiness to accept a position on mobilization. For paragraphs 6.a. and b., the Defense Manpower Data Center can provide the initial input.

b. Use job engineering to accomplish the same purpose as in paragraph a. above.

c. Consider detailing excess employees to mobilization jobs requiring lower grades (at no loss in pay).

d. Develop programs to train new employees and to qualify available current employees for mobilization positions.

14. Designate incumbents of "excess positions" who do not have skills needed to fill mobilization positions remaining after Step 13 as a source for filling mobilization positions at other Service activities.

15. Assign priorities and maintain the required recruitment list (all positions which cannot be filled with current employees after Step 13) by title, series and grade, with supporting job descriptions.

16. If the installation supports tenant activities, identify common mobilization vacancies and establish priorities and procedures for assigning available personnel. (Tenant organizations should be taking Steps 1-15 during the same period as, and in coordination with, the host installation.)

17. Identify positions on the recruitment list that require highly specialized or scarce skills, and determine specific manpower sources in advance

18. Prepare standby emergency job orders for the numbers and skills of jobs on the recruitment list for submittal to local U.S. Employment Service offices when required.

19.[1] Conduct a periodic analysis of the local labor market with OPM area offices, U.S. Employment Service offices and other recruitment sources identified in the staffing plan to determine likely projected capabilities and shortfalls.

20.[1] Identify potential sources of recruitment competition from other DoD agencies or defense industries, and establish an inter-Service commitee, if needed, to resolve conflicting requirements and priorities among competing DoD activities.

21. Based on the results of all preceding steps, make a comprehensive analysis comparing the mobilization recruitment list with the capabilities of the recruiting sources. Identify sources and strategies to match each position on the list.

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[1] If the installation is in a recruiting area which includes two or more DoD servicing civilian personnel offices, these steps should be taken in conjunction with the area staffing committee.

22. If local recruitment appears infeasible for any mobilization vacancies, refer outstanding requirements to higher headquarters for recruiting assistance or other actions.

23. Plan CPO staffing to support increased personnel recruitment, examination, hiring, training and administration.

24. On periodic plan reviews, or whenever significant changes occur in mobilization plans or manpower authorizations (peacetime or mobilization), reexamine each step in this planning sequence, updating and modifying products and procedures as needed.

C. PRACTICAL CONSTRAINTS

The dynamics of a constantly changing work force can limit the degree of detail that is realistically feasible and cost-effective in carrying out some of the recruitment planning steps. Installations that have a fairly stable work force can plan in greater detail than those with many frequent peacetime personnel changes. For example, if it is not practical to pre-identify all mobilization realignments (who goes where), the installation should at least identify what skills are likely to be needed or in excess during mobilization, as well as the secondary skills of people holding positions that become excess. positions. Similarly, if it is not practical to keep current large registers of available applicants, the installation should concentrate on planning necessary job restructuring; arranging for the use of normal and supplementary recruitment sources; and developing training requirements, training courses, and sources for providing the training. These steps will help greatly in expediting recruitment. The objective should be to complete as much preplanning as is practical and feasible in order to identify problems and develop solutions before the emergency occurs.

RELATIONSHIP OF RECRUITMENT PLANNING STEPS

1. Compare authorizations
2. Job descriptions of new positions.
3. Workload priorities
4. Identify key positions.
5. Identify those likely for early military callup
6. Develop and maintain lists of local federal civilian and military retirees and employable family members.
7. Arrange for local USES support and assess capabilities of other local sources.
8. Any early callups in key positions?
9. Actions to solve 8.
10. Remaining positions likely to be vacated.
11. Initial list of vacancies.
12. Apply "excess" employees where qualified.
13. Actions to improve step 12 and recruitment.
14. Designate remaining excesses available for release
15. Develop list of recruitment requirements
16. Coordinate planning with supported tenants.
17. Identify critical vacancies and select sources.
18. Prepare standby emergency job orders.
19. Conduct periodic labor market analyses.
20. Identify recruitment competition and try to solve.
21. Compare requirements and supply, develop strategy.
22. Request assistance if local recruitment appears bleak.
23. Plan CPO staffing
24. Periodically, or when required, review all steps.

Figure L-1

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APPENDIX M

ANALYSIS OF LOCAL LABOR MARKET

A. PURPOSE OF THE ANALYSIS

In planning for emergency expansion of the civilian workforce, it is important to have an understanding of local labor market conditions. Most civilian personnel officers (CPOs) have a good general understanding of current conditions from their regular dealings with the local office of the U.S. Employment Service. Mobilization needs, however, are likely to strain labor supplies and to be time-critical. In many areas of the country there will be competition from defense-related industries. In those locations where there are two or more DoD servicing civilian personnel offices, area staffing committees will greatly aid this process. Most of the below issues that impact on any external organization should be handled by that committee. Prudent planning requires that civilian personnel planners know what difficulties they might face in acquiring sufficient personnel with the right skills when they are needed. With this knowledge, they can make reasonable personnel mobilization plans. The labor market analysis is a tool to help do this. The analysis serves other purposes as well:

1. It keeps the CPO active in the mobilization planning process.

2. It promotes close liaison with functional and tenant organizations and better understanding of their mobilization requirements.

3. It encourages cooperative planning with external civilian personnel sources.

4. It places emphasis on the need to be aware constantly of mobilization manpower requirements and changes.

5. It provides the basis for developing alternative personnel utilization plans or, failing that, informing higher headquarters of apparent manpower acquisition problems.

B. RESPONSIBILITIES

DoD policy requires that civilian workforce mobilization requirements be reviewed at least annually. The Military Departments have reiterated that policy in varying levels of detail. A table showing pertinent directives and highlighting applicable paragraphs is at the end of this appendix (See Figure M-1.)

C. SOURCES OF INFORMATION

The prime source of labor market information is the local U.S. Employment Service (USES) office. Most CPOs already have a close working relationship with this office because it frequently helps in recruiting civilian personnel in peacetime. The more aware the USES office staff is of installation mobilization needs, the better it can help with analyzing the labor market and with

supporting recruitment during actual mobilizations. Other sources to be contacted are trade and craft unions, technical schools, veterans' organizations and even local industries if they could help meet the labor needs or are directly competitive. In the case of highly skilled or professional skill requirements, the area office of the Office of Personnel Management may be of assistance.

D. CONDUCTING A LABOR MARKET ANALYSIS

The analysis should be planned and conducted in coordination with other DoD activities that share the same labor market. The analysis can be divided into three parts: preparation, analysis and follow-up.

1. Preparation. Prior to approaching any information source, it is necessary to prepare a current acquisition list. To do this, the CPO must review the latest installation mobilization mission, personnel requirements, and time-phasing. He or she should then make the following internal adjustments to match available resources against requirements.

a. Validate key and essential job positions.

b. Purify rosters of recallable reservists and retirees.

c. Reconfirm non-essential positions.

d. Update internal civilian personnel mobilization plan to include transfers, promotions, job engineering options and time-phasing.

e. Establish requirement for new acquisitions.

f. Prepare acquisition list by number, skill (expressed in Dictionary of Occupational Titles (DOT) code), time-phase, and priority.

The information above should also be derived for all tenant units supported by the CPO so that the acquisition list is as complete as possible.

2. Analysis. The CPO should meet with the local USES and OPM offices and any other agencies considered useful to gather data and, using the acquisition list:

a. Review time-phased requirements.

b. Determine labor market capability to fill demand, including related lesser or higher skill levels.

c. Estimate shortfalls by number and skill.

d. Identify likely competing personnel claimants.

e. Discuss employment and availability trends and any factors that might influence the labor supply in the next year.

While the local employment office can provide numbers and current labor market facts, and can be very helpful in identifying trends, the judgment and responsibility for interpreting these data relative to his or her mobilization requirements lie with the CPO.

3. Follow-up. Once the CPO has all the data and has determined its impact on the plan, he or she should try to develop alternatives to alleviate any estimated shortfalls that may remain. These may include:

a. Establishing or modifying personnel training programs.

b. Re-engineering some jobs to take advantage of using lesser, more available skills.

c. Modifying manpower mobilization plans.

d. Contacting competing claimants and jointly attempting to solve shortfall problems.

e. Reviewing and updating abbreviated mobilization requirement job descriptions.

f. Prepare standby job requests.

g. Notifying installation mobilization planner of shortfalls and proposed solutions.

h. Reporting results of the survey to higher headquarters as required and highlighting serious shortfalls.

E. THE ANALYSIS IN PERSPECTIVE

1. An indicator. A labor market analysis is a snapshot in time, an indicator of conditions based on best data available, but on data that is in a constant state of flux. It should be treated as such.

2. Depth of effort. Because the analysis is an indicator, carefully consider the demands made on other agencies. USES has state and regional research and analysis divisions that can provide a great deal of the information needed through their Labor Market Information System. Many states routinely query adjoining states as to labor availability and the data in the Labor Exchange Information System is available to CPOs. These usual sources of information should be sufficient for mobilization planning needs. If possible, unusual requests, for which USES is not prepared or funded, should be avoided.

3. Cooperative Planning. Many local USES offices have made arrangements for CPO representatives to work at USES sites in the event of an emergency to expedite the recruitment process. Such cooperative arrangements and procedures will help facilitate mobilization execution and are encouraged wherever practicable. The annual labor market analysis provides an excellent opportunity to establish, review, and adjust working arrangements.

DIRECTIVES PERTINENT TO CIVILIAN PERSONNEL LABOR MARKET ANALYSIS

ORGANIZATION	DIRECTIVE	APPLICABLE SECTIONS OR PARAGRAPHS	OPERATIVE REQUIREMENT
DoD	DODD 1100.18	C.1.c., D.2.	Establish procedures necessary to ensure both military and civilian wartime manpower demands are satisfied.
DoD	DODD 1100.19	D.1, 3.b., G.2.	Military Departments will review or redetermine wartime manpower requirements, demands, and supplies at least annually.
ARMY	AR 690-11	1-5.d.; 2-3.c.(6),(7); 3-1; Appendix B, Part II. B-16; Appendix D. Figure D-1, 11.b.(3)	Prepare standby job orders for positions on intake requirements list. Conduct annual labor market analysis to determine capabilities and shortfalls.
NAVY	SECNAVINST 12910.1A	4b.(2)(a)(b)(c); 5.	Maintain emergency plans, procedures and implementation documents for workforce mobilization, identify shortfalls and undertake remedial action. Report status annually.
AIR FORCE	AFR 40-910	1-3.b.; 1-4.a.; 1-5.e.; 1-6.a.; 2-3.c.	There is a need to plan, hire, and train new employees for the civilian workforce; report program status to commander annually.
MARINE CORPS	SECNAVINST 12910.1A	4.b.(3); 5.	Same as Navy.
MARINE CORPS	Mobilization Management Plan	Annex F 7.a.(1)(d); 7.d.(2)	Project civilian personnel mobilization requirements and availability, review annually.

Figure M-1

APPENDIX N

ACTIONS TO RESOLVE CIVILIAN HIRING COMPETITION

A. PURPOSE

Expansion of the civilian work force during mobilization may well cause competition in recruitment and hiring of new workers. It is important to recognize the potential for disruptive competing claims and to take corrective planning actions in advance where necessary. This Appendix describes various kinds of competition that might arise and actions that can help to avoid or resolve competing hiring claims.

B. KINDS OF COMPETITION

Depending on the local situation, competition for the same skills may occur in several ways. There may be competing claims among different activities of a single organization, among several commands or installations of a single Military Department, among different Military Departments, or between DoD installations and other Federal agencies or private sector defense contractors. Periodic analyses of the adequacy of the local labor market to meet mobilization hiring requirements will help to identify the extent and nature of competing requirements.

C. COMPETITION AMONG ACTIVITIES WITHIN DoD

Planning actions to resolve anticipated hiring competition within DoD are described below and in Figure N-1.

1. Competition among activities of a single Military Department at one installation. Each installation CPO can help resolve competing claims by establishing, in concert with functional managers, a time-phased priority order of hiring for skills that are expected to be in short supply. Time-phasing and priorities should reflect the relative urgency of functions over time following M-Day. For example, some functions may be able to be deferred or reduced while others must be expanded immediately. The objective here is to eliminate unnecessary overlapping requirements for scarce skills while ensuring that critical requirements receive priority in hiring.

2. Competition among several commands or installations of a single DoD Component. Each Military Department is responsible for resolving conflicting work force claims among its own commands and installations. If, after establishing priorities local agreement cannot be reached among installations, the problem should be referred for resolution to parent commands and Service headquarters as necessary.

ACTIONS TO RESOLVE CIVILIAN HIRING COMPETITION
WITHIN DOD

If competition develops among	Action is taken by	To
Activities of a single installation	Installation CPO and activity managers	Establish priority order of hiring workers
Installations of a single Military Department	The Military Departments	Resolve conflicting claims among its own installations
Different Military Departments	Organizations with competing claims	Resolve conflicting claims through a local DoD committee of representatives of each Military Department concerned, chaired by the Department with the most civilian employees

Figure N-1

3. Competition among Military Departments. When competition among Military Departments becomes a problem at the local level, a committee to resolve these conflicts should be established with representatives of each concerned Department. Each organization concerned should first establish time-phased priority order of hiring for its own requirements. In supporting its claims before the Committee, the installation should be prepared to:

a. Justify, according to established priorities, the criticality of missions and of the specific skills expected to be short during the period of competition.

b. Demonstrate that the installation has taken or plans to take all reasonable steps to avoid the particular shortfall.

c. Show that its higher headquarters has supported the installation to the extent possible in avoiding the shortfall.

It is imperative that potential mobilization recruiting conflicts involving high priority functions of two or more Military Departments be resolved in peacetime, locally if at all possible and, if not, then at the lowest level that can resolve them. Not doing so could severely endanger the war effort.

D. COMPETITION BETWEEN DOD INSTALLATIONS AND EXTERNAL ACTIVITIES

1. Competition with other federal agencies. While other federal agencies are not expected to pose major competition problems during a national emergency, installations should consider the possibility in light of their local situation and, if warranted, try to resolve potential conflicts through discussion with the agencies concerned and refer unresolved issues to higher headquarters.

2. Competition with the private sector. Competition between DoD installations and the private sector is a distinct possiblity, especially in areas where defense contractors draw from the same labor marker as DoD industrial facilities.

a. The Department of Labor (DoL), as the federal resource agency for the national civilian work force, monitors private sector labor activities through its regional offices and state employment security agencies. These state agencies operate the local U.S. Employment Service offices which have the principal responsibility for recruiting workers to fill mobilization openings at both DoD installations and at defense plants.

Each DoL regional director coordinates the planning of mobilization activities in his or her region. Priority ratings and allocations of resources for defense-related contracts are governed by the Defense Priorities System, administered by the Department of Commerce in conjunction with the DoD.

b. Planning documents issued by the Federal Emergency Management Agency provide for the establishment of a system of state, regional, area, and national committees, under DoL executive responsibility, to assist in

resolving private sector work force issues related to priorities, allocations, and conflicting claims. Because these planned committees are to be formed when needed, there is no formally established uniform mechanism for resolving in advance potential competition between DoD installations and the private sector. Nevertheless, there are prudent steps that the installation may take in peacetime to help avoid or at least mitigate the effects of anticipated conflicting claims with defense industries. For example:

(1) Develop an appreciation for potential competition for the same skills, based on knowledge of current defense contractors and the local labor market.

(2) Open a dialogue with defense plants that could pose a serious threat of competition.

(3) Try to determine if there would, in fact, be a likely competition. For example, the actual skills that defense plants need may be of different subcategories than those the installation needs, or the timing of conflicting requirements may not necessarily coincide.

(4) See if a mutually acceptable solution can be found. (Installations should be aware that when military contracts might be jeopardized by worker shortages, Military Departments are required to support the contractor in obtaining appropriate work force priorities.)

(5) Plan methods for ensuring that agreed solutions will be implemented during mobilization.

(6) Refer major unresolved potential conflicts to higher headquarters for assistance in peacetime to avoid wartime competition which could damage the war effort.

APPENDIX O

USE OF JOB ENGINEERING TO MEET CIVILIAN RECRUITMENT NEEDS

A. PURPOSE

This Appendix describes how job engineering can help in meeting mobilization manpower needs.

B. USE OF JOB ENGINEERING

Under mobilization, installations may have difficulty filling certain positions due to either a local or national shortage of particular skills. Job engineering is one method of helping to meet these requirements. It permits the use of lower skilled individuals to accomplish the duties and tasks included in higher skilled positions. Detailed job analysis of the target position identifies specific duties and tasks. These duties and tasks are separated into lower skilled positions (or partially reassigned) where skills are available on the local job market. The use of job engineering as an aid to recruitment requires the participant to:

a. Develop detailed wartime requirements by grade, skill, and job title.

b. Prepare job descriptions supporting each position.

c. Prepare detailed recruiting plans to fill each wartime position.

d. Identify positions which will be extremely difficult to fill based on experience and/or local labor market analysis.

e. Perform job analyses with functional managers, of difficult-to-fill jobs and subsequent job engineering of these positions.

f. Reflect the results of job engineering in wartime authorization documentation and supporting recruiting and training plans.

C. BASIC CONSIDERATIONS

1. Considerations. Two elements are essential in job engineering:

a. Although the workload used to define the requirement for the initial mobilization position does not change, additional personnel may be required after job engineering takes place. For example, a computer clerk would not have an operator's skill, error rates would probably increase and the speed of the clerk would produce less output than that of the skilled operator. Hence, the one originally programmed position might require two positions at the entry level.

b. Training programs should be in place to provide for the advancement of the new entrant to the target position when a lower or entry level person is hired.

2. Options. Several options are available to achieve the desired results, including such actions as:

a. Substituting on-the-job experience for some or all of the educational requirements of the position

b. Transferring professional skills required of a position to another professional in the same or another organization and reclassifying the remaining job in the supporting technician series

c. Removing supervisory responsibilities from the position and reassigning them, permitting recruitment at lower levels.

3. Examples. Figure 0-1 illustrates several examples of job engineering.

EXAMPLES OF JOB ENGINEERING

AUTHORIZED MOBILIZATION	SERIES AND GRADE	BRIEF JOB DESCRIPTION	JOB ENGINEERING ACTION
1. Civil Engineer	0810-13	Oversees new construction and performs general installation engineering.	Redisignate the position as Engineering Technician (Series 0802) and lower the authorized grade. or Re-assign the construction oversight responsibilities to another civil engineer and hire a wage-graded construction foreman.
2. Military Personnel Management Specialist	0205-11	Maintains records, performs allied personnel actions and oversees small group of other personnel records clerks.	Remove oversight function and assign elsewhere in the office. Hire a military personnel clerk and technician (Series 0204-7).
3. Computer Operator	0332-06	Operates main console and capable of analyzing program	Hire a computer clerk and assistant (Series 0335-2/3) with defined training (OJT) plan to qualify as operator.

Figure O-1

APPENDIX P

POTENTIAL HINDRANCES TO CIVILIAN RECRUITMENT

A. PURPOSE

Many DoD installations will have greatly increased populations during mobilization. Mobilization planners at those installations must consider potential hindrances to civilian recruitment in addition to labor market considerations. This Appendix includes a discussion of some of the more likely problem areas and possible planning actions to overcome them.

B. CHARACTERISTICS

1. Quality of life. Most potential hindrances to civilian recruitment affect the life style and opportunities of the prospective employee or his family. Following is a discussion of several important quality of life considerations.

2. Responsibility of personnel and manpower managers. Direct functional responsibility for most quality of life considerations is outside the responsibilities of the personnel or manpower managers. However, shortfalls in these areas can hinder these managers' ability to attract and retain new civilian employees and meet their mobilization manpower requirements. These managers should participate actively in evaluating each factor, identifying potential shortfalls and their impacts, and developing remedial actions.

3. Historical data. Personnel managers should provide historical workforce data to functional managers so that meaningful evaluations can be made. These data might include workforce profiles by age and sex, marital statistics, and numbers and ages of dependent children. Functional managers will require similar data also on increased military populations. The presence of other military installations, Federal agencies, and defense contractors in the immediate recruiting area should also be taken into account.

C. POTENTIAL HINDRANCES

A partial list of factors for consideration by the personnel manager follows:

(1) Housing	Adequate housing for new employees and their families must be available within reasonable commuting distances. Other military installations, Federal agencies, or defense contractors may cause competition.

		Personnel managers, in conjunctions with appropriate housing officials, must develop a set of potential requirements. Local community officials and realtors can provide availability estimates. These estimates should include motels, hotels, and private residences for single boarders. Installation officials should predetermine and preplan the use of these facilities.
(2)	Utilities' Capacities	Local power, water, and sewage infrastructures must be able to support the projected populations. This applies both on and off the installation. Identified limitations may be improved by peacetime planning and programming.
(3)	Transportation	Transportation needs both on and off the installation will increase. Requirements could develop for off-installation routes to bring personnel to work, for school children and expanded area business travel. Also, on-base travel (bus or taxi) will increase. Evaluation of on-base capacities should consider expansion by increased government-paid trips by Privately Owned Vehicles (POV), commercial rentals, and contractor-operated bus systems. Means to reduce requirements could include establishment of mandatory bus/van/car pools. If its capability is increased, the installation may require additional operators, maintenance, and administrative personnel.
(4)	Childcare Facilities	Availability of adequate childcare facilities can favorably influence recruitment possibilities due to the large numbers of potentially two-worker families. The regularly dependent populations would also benefit. Installations should plan to accommodate increases by identifying facilities and other equipment needs as well as sources of staffing (volunteer-contract) including any special requirements. Assistance is possible from commercial facilities. In these cases, installations should accumulate information on availability, costs, etc.

(5)	Installation Dining Facilities	Increased civilian populations coupled with expanded operating hours will place heavy demand on installation dining facilities. Identification of new facilities, required equipment, staggering meal (shift) hours by organizations on the installation, use of mobile catering services (especially for remote areas), expansion of current facilities, and use of military dining facilities are ways to meet these needs.
(6)	Medical (incl. dental care)	Mobilization population will increase medical demands on the community. These increases will be due to the increase in military dependents, who will rely more heavily on CHAMPUS-provided services from the economy, increased numbers of eligible military dependents and local professionals who may be subject to military service. Military pharmacies as well as administrative personnel to assist in claims processing can expect increased workloads. Additional civilian personnel, such as those working with toxic materials, can materially increase the installation workloads for routine monitoring. Contract services, expansion of the geographical area considered (may increase transportation requirements), use of paramedical personnel, and permitting professional medical personnel to augment local civilian facilities on a part-time basis may assist in meeting some of these requirements.
(7)	Training Programs	Installations should prepare well structured training programs especially for new hires (See Appendix F).
(8)	Financial Services	Installation banking facilities, including credit unions, must prepare for increased workloads. Loan and credit policies should be as liberal as possible. Installations should advise community banks and savings and loans and solicit maximum cooperation regarding mortgages and checking policies. Installation personnel may prepare information pamphlets on locally available facilities. Also, the military finance office must prepare for the additional workload from travel vouchers, advance pay requests, etc., so they can pay expeditiously, especially newly arrived personnel (military and civilian).

(9) Recreational	Installations should evaluate potential capacities of recreational facilities, as well as the need for changes in policies and priorities for civilian use.
(10) Career Development/Progression Opportunities	Some positions may exist only at lower grades with little opportunity for promotion or career development. These skills offer little inducement to new hires. In some cases the impact can be reduced through well developed training or upward mobility programs.

APPENDIX Q

USE OF CONTRACTING IN SOLVING MOBILIZATION MANPOWER PROBLEMS

A. PURPOSE

This appendix examines the potential of contracting as a means of meeting mobilization manpower demands at DoD installations. It points to some advantages and disadvantages of contractors versus direct hires in a mobilization environment, then covers the current peacetime installation contracting situation, which sets the stage for mobilization performance, and finally examines alternative methods of preparing in peacetime for additional contract coverage on mobilization.

B. MOBILIZATION ENVIRONMENT

1. Installation Situation

Each DoD installation will face some situations unique to it alone, because of its mission, location and manning and because of external events. Some installations will support very rapid deployments followed by a status now unknown. Others will experience a steady buildup of activity that will then level off and remain high. Some will be required to open satellite facilities, perhaps operating them with current employees. Some will increase greatly in strength, others may transfer out many of their current employees.

2. Anticipation of Probable Changes

In planning for mobilization, each installation needs to consider the likely changes that it can anticipate in its locality, its region, and countrywide. There may be increased local competition from other DoD installations or from defense industry for some skills, but it is almost certain that there will be such increased competition nationally for selected skills. The pace of activity will most likely increase at least in the early days and weeks of a mobilization. There should be a decreased emphasis on dollar costs and an increased attention to the management of other constraining resources, including manpower. Military manpower will become scarce outside of deployable units.

3. Contracting as a Valuable Mobilization Tool

In this environment additional contracting may offer the best way for many installations to meet new and increased manpower requirements. Figure Q-1 compares Federal civilian and contractor employees under mobilization conditions. Figure Q-2 then looks at examples of installation mobilization situations which favor either in-house or contract sources of manpower.

A MOBILIZATION COMPARISON OF FEDERAL AND CONTRACT EMPLOYEES

	Federal Civilian	Contract Employee
Experience in government operations	Probably medium or high.	Probably low.
Mobility	Moderately high, can be relocated to other locations involuntarily, and is probably more accustomed to transfers.	Generally lower, assuming that the contractor and his employees are from the local area.
Pay for the position after M-Day, assuming they would be comparable on M-Day	Likely to remain constant for several months.	Likely to rise quickly to overcome any competition.
Benefits	Probably better security, stability of employment and retirement.	Some short term benefits may be superior.
Effects of strong local competition for the skill	Can be severe if the wage differential for comparable skills becomes too wide.	Not automatically a major factor.
Effects of strong regional or national competition for the skill	Can cause transfer within the DoD or draw government employees into defense industry elsewhere.	Less impact.

Figure Q-1

C. BACKGROUND FOR MOBILIZATION - PEACETIME CONTRACTING

1. The Basic Directive - OMB Circular No. A-76

a. The Office of Management and Budget in the Executive Office of the President publishes its Circular No. A-76 to establish Federal policy regarding the operation of commercial activities (CAs) by Federal agencies. The Circular concentrates on the choice between commercial and in-house sources to conduct commercial activities (those which could be accomplished by commercial sources). A supplement to the Circular implements the policy by establishing procedures for determining which source shall be used in each case. The supplement is an integral part of the Circular, and compliance with all parts of the supplement is mandatory. The supplement is divided into four parts, as follows:

Part I Policy Implementation - the general implementation instructions for the Circular. Included in this part are detailed flow charts and narrative descriptions, inventory and review requirements, and annual reporting requirements.

Part II Writing and Administering Performance Work Statements - sets forth the steps needed to develop, write, and administer a performance work statement and a quality assurance plan for both in-house or contract operation of a commercial activity.

Part III Management Study Guide - sets forth the recommended procedures for conducting the management review of the in-house organization.

Part IV Cost Comparison Handbook - provides detailed instructions for developing a comprehensive and valid comparison of the estimated cost to the Government of acquiring a product or service by contract and of providing it with in-house personnel and resources.

b. Circular No. A-76 states that it is the policy of the United States Government to achieve economy, enhance productivity, and rely primarily on the commercial sector to provide commercial products and services while retaining governmental functions in-house. Governmental functions are those so intimately related to the public interest as to mandate performance by government employees. They normally fall into two categories:

(1) The act of governing, such as criminal investigations, direction of national defense, management and direction of the Armed Forces, activities performed exclusively by military personnel who are subject to deployment, conduct of foreign relations, direction of Federal employees, direction of intelligence and counter-intelligence, etc.

(2) Monetary transactions and entitlements

MOBILIZATION CONDITIONS CAUSING INSTALLATION ADVANTAGES FOR CONTRACT OR IN-HOUSE PERFORMANCE

General Situation or Consideration	Specifics Providing Advantage to: IN-HOUSE	CONTRACT
Opening of other facilities by the installation	In remote, sparcely settled areas immediately.	Near the installation or in an area with high contract potential, some weeks or months available after M-Day.
Major expansion of a function	The skills required are not available in the local labor market but are, or can be, available through in-house actions; there is little chance of local contractors having the management required in the expanded function, thus management by DoD employees is required and the function cannot be contracted.	The function is normally contracted in peacetime or there are several competent contractors in the area, and there is available local labor and management. There is a question of the installation's ability to provide labor and/or management with existing personnel or new hires.
Possibility of government transfer to other installations of in-house personnel with the needed skills	Not likely.	Very likely.
Value of government experience to the position	Important.	Not important.
Competition from defense industry for the skill	Low competition, locally and elsewhere, means current personnel likely to be retained and new hires possible.	High competition may drain off government workers to higher pay and inhibit new hires. Contractor more flexible.

Figure Q-2

c. The Circular and its supplement shall not apply under a number of circumstances, including:

(1) To DoD in times of a declared war or military mobilization.

(2) Solely to avoid personnel ceilings or salary limitations.

(3) Conduct of research and development.

(4) To authorize contracts that establish an employer-employee relationship between the Government and contractor employees.

Note that, although the DoD need not follow this Circular during a military mobilization, the implementation of the Circular in peacetime can affect the capability of the DoD and its installations to accomplish mobilization missions.

d. Government performance of a commercial activity is authorized if:

(1) No satisfactory commercial source is available, or use of such a source would cause unacceptable delay or disruption of an essential program.

(2) The Secretary of Defense or his designee determines that Government performance is required for national defense reasons.

(3) It is in the best interests of patient care in Government medical facilities.

(4) The Government is or can operate the activity at an estimated lower cost.

2. Office of the Secretary of Defense (OSD) Implementation

a. OSD implementation of Circular A-76 is by DoD Directive 4100.15 and DoD Instruction 4100.33. Figure Q-3 lists the number and title of the OMB and DoD basic directives.

STATUS OF BASIC DIRECTIVES ON COMMERCIAL ACTIVITIES

Office of Management and Budget	Circular No. A-76, Performance of Commercial Activities, and Supplement, OMB Circular No. A-76, (procedures).
Department of Defense	DoD Directive 4100.15, Commercial Activities Program, DoD Instruction 4100.33, Commercial Activities Program Procedures

Figure Q-3

b. The DoDD and DoDI apply to DoD components (OSD, Military Departments and Defense Agencies) in the United States, its territories and possessions, the District of Columbia and the Commonwealth of Puerto Rico. Their provisions are not mandatory for commercial activities staffed with civilian personnel paid by non-appropriated funds, such as military exchanges. However, their provisions are mandatory for commercial activities when they are partially staffed with civilian personnel paid by appropriated funds, such as libraries, open messes, and other morale, welfare and recreation activities. The DoDD and DoDI do not:

(1) Apply to governmental functions;

(2) Apply when contrary to law, Executive Orders, or any treaty or international agreement;

(3) Apply in times of a declared war or military mobilization;

(4) Provide authority to enter into contracts;

(5) Apply to the conduct of research and development except for severable in-house commercial activities in support of research and development;

(6) Justify conversion to contract solely to avoid personnel ceilings or salary limitations;

(7) Authorize contracts that establish an employer-employee relationship between the DoD and contractor employees as described in FAR 37.107.

c. The policy stated in DoDD 4100.15 includes:

(1) Ensure DoD Mission Accomplishment. Implementation shall consider the overall mission of the DoD and the defense objective of maintaining readiness and sustainability to ensure a capability to mobilize the defense force and support structure.

(2) Retain Government Functions In-House.

(3) Rely on the Commercial Sector.

(4) Achieve Economy and Enhance Productivity.

d. The DoD Directive assigns responsibilities, including:

(1) Assistant Secretary of Defense (Acquisition and Logistics) or designee:

(a) Reviews DoD component decisions to perform DoD CAs in-house for national defense reasons other than cost, new requirements, or expansions.

(b) Establishes criteria for determining whether a CA is required to be operated for reasons of national defense by either DoD military or civilian employees.

(2) Heads of DoD Components:

Approve or disapprove in-house performance of DoD CAs, new requirements, and expansions for reasons of national defense, lack of a satisfactory commercial source, or in the best interest of direct patient care.

e. The DoD Instruction (DoDI 4100.33) specifies in more detail the conditions that will permit the continued in-house operation of a commercial activity. These conditions include:

(1) For national defense reasons, considering the wartime and peacetime duties of the specific positions involved rather than in terms of broad functions.

(a) A commercial activity staffed with military personnel, when the activity is essential for training or experience in required military skills, provides a rotation base, or is necessary to provide career progression to needed military skill levels.

(b) A Core Logistics Activity, i.e., one necessary to maintain a logistics capability (including personnel, equipment and facilities) to ensure a ready and controlled source of technical competence and resources necessary to ensure effective and timely response to a mobilization, national defense contingency situations and other emergency requirements.

(c) The DoD components may propose other criteria for exempting activities for national defense reasons.

(2) No satisfactory commercial source available

(a) There is no satisfactory commercial source capable of providing the product or service.

(b) Use of a commercial source would cause an unacceptable delay or disruption of an essential program.

(3) In best interests of patient care.

3. Implementation by Military Services

a. Each of the Military Services has issued directives implementing OMB Circular No. A-76, DoD Directive 4100.15 and DoD Instruction 4100.33. Figure Q-4 lists those directives.

b. AR 5-20 provides several clarifying tables, such as Table 1-1, Approval Authority for In-House Performance, and Table 4-1, "Types of Contracts", that assist the reader in absorbing and understanding the material.

c. AFR 26-1 includes examples of many forms useful or required in the cost and analysis process. From the standpoint of a manpower or personnel planner, Attachments 2 through 5 are particularly useful as they concern the manpower mix (military, civilian, or contract) decision process and several of the elements important to that process such as the coding of military essential positions, the Unsatisfactory Rotation Index Program and the Critical Military Skills Program.

MILITARY SERVICE DIRECTIVES ON COMMERCIAL ACTIVITIES

U.S. Army	Army Regulation 5-20,"Commercial Activities Program", dated 1 Feb 85
U.S. Navy	OPNAV Instruction 4860.7B, "Navy Commercial Activities (CA) Program", 18 March 1986
U.S. Air Force	AF Regulation 26-1, "Manpower Policies and Procedures, Comparative Costs Analysis," Volume I, dated 2 Oct 81
US Marine Corps	Marine Corps Order 4860.3C, "Operation of Commercial Activities", dated 27 Sep 82

Figure Q-4

D. PREPARATION FOR ADDITIONAL CONTRACTING ON MOBILIZATION

1. Factors Determining the Feasibility of Alternatives

a. The peacetime planning situation will determine the best types of preparation for mobilization contracting. Perhaps the most important element is how well the need can be defined. Another is the level of peacetime contracting in the function concerned compared to the level needed during mobilization. Still another is the contracting environment around the installation.

b. The range of possible actions is wide. If there is no peacetime contracting in the function concerned, then the possible preparations might begin with an inventory of possible contractors and their capabilities. In-house readiness for mobilization contracting can improve greatly with additional trained contracting officers backed with adequate references, forms and other office materials. Probably the ultimate practical level of readiness would involve a 24-hour alert contracting team and predrafted contracts.

c. If there is peacetime contracting in the function of interest, then additional preparations are feasible. One is to require continued, and if necessary, expanded operations during mobilization or other emergencies as a part of the contract. The installation can also require, as part of the contract, specific peacetime activities in preparation, such as the annual submission of a contractor's plan to meet the activities desired of him in a mobilization or other emergency, participation in exercises and having any security clearances required by these preparatory activities. If the range of possible mobilization requirements can be defined, it is possible to have several options covering that range in the contract, any one of which the installation can activate in a mobilization.

d. There is a possible intermediate situation between those described above, namely where a peacetime contractor in one function may be asked to expand his activities into other functions at mobilization.

e. Figure Q-5 shows the relationship among the various factors.

2. Service actions.

a. AR 5-20 refers in paragraph 4-13, Mobilization Requirements, to the types of actions shown in column (4) of Figure Q-5. It points out that the solicitation must define the peacetime requirements sufficiently to permit proper pricing and funding. Column (6) implies an even higher level of requirements definition, specifically the mobilization requirements. Contracting officials indicate that the number of available contracting officers will limit the capability to expand contracting quickly in contingencies.

b. The U.S. Air Force has gone farther than the other Military Departments in the institutionalization of contingency contracting readiness through its AFR 70-7, Contingency Contracting Support Program, issued in July, 1982. Each Air Force major command issues a supplement to the regulation and it applies to all Air Force installations. Its purpose is to provide a 24-hour capability for responsive contracting action during emergencies and deployments and to permit continued contracting action even if computer support is lost. The AFR requires the development and maintenance of Contingency Contracting Deployment Kits for Contingency Contracting Officers during emergencies, tailored to the deployment location and situation.

c. Figure Q-6 lists selected other documents of particular significance to peacetime preparation for mobilization contracting.

POSSIBLE PRACETIME PREPARATIONS FOR MOBILIZATION CONTRACTING

Level of Definition of Mobilization Contracting Requirements	Possible Peacetime Preparations: No Peacetime Contract in the Function			Possible Peacetime Preparations: Existing Peacetime Contract in the Function		
	(1) Contractor inventory and capabilities	(2) (1) & improved in-house contracting readiness	(3) (2) & draft contracts	(4) Contract clauses on mob planning,	(5) (4) & improved in-house contracting readiness	(6) (5) & contract options
Well defined within range of specific possibilities	X	X	X	X	X	X
Requirement will exist but not well quantified	X	X	only partial prep.	X	X	possible with multiple options
Requirement might develop but not certain or defined	X	will be limited by lack of information		X	will be limited by lack of information	

Figure Q-5

SELECTED REFERENCES RELATING TO PREPARATION FOR MOBILIZATION CONTRACTING

1

DoD Directive 1130.2, "Management and Control of Engineering and Technical Services", dated January 26, 1983

DoD Directive 3025.XX, Continuation of Emergency-Essential DoD Contractor Services Overseas During Crisis Situations.

DoD Directive 4151.1, "Use of Contractor and DoD Resources for Maintenance of Materiel, dated 15 July 1982

DoD Directive 4151.16, "DoD Equipment Maintenance Program" dated 23 August 1984

AF Regulation 70-7, "Contingency Contracting Support Program", dated 2 July 1982

DA Pam 690-36, "A Civilian Personnel Office Guide to the Commercial Activities Program", dated 15 Oct 83

Figure Q-6

E. GENERAL FINDINGS

1. To ensure that mobilization needs are fully considered, mobilization manpower and personnel planners should participate in A-76 planning and discussions at the installation level.

2. Similarly, to ensure that peacetime planning for mobilization contracting is realistic, contracting officers should participate in any planning on that subject, including planning for training additional contingency contracting officers.

3. The degree of definition possible on the installation's mobilization contracting requirements will probably be the major determinant on the degree of detail which is possible in planning for mobilization contracting.

4. The need for additional contingency contracting officers will probably constrain the speed with which most installations can expand their contract operations at mobilization. Installation mobilization planners who see a major increase in contracting at mobilization may need to seek positions or personnel categories who could be trained in peacetime for this task as a secondary qualification and who could be available for contracting during emergencies.

APPENDIX R

ACRONYMS AND ABBREVIATIONS

CPO - Civilian Personnel Officer or Civilian Personnel Office
CONUS - Continental United States, United States territory between Canada and Mexico
CRAF - Civil Reserve Air Fleet
DoC - Department of Commerce
DoD - Department of Defense
DoL - Department of Labor
DoT - Department of Transportation
FEMA - Federal Emergency Management Agency
FPM - Federal Personnel Manual
IMA - Individual Mobilization Augmentee
ING - Inactive National Guard
IRR - Individual Ready Reserve
JCS - Joint Chiefs of Staff
JSCP - Joint Strategic Capabilities Plan
JOPES - Joint Operation Planning and Execution System
JOPS - Joint Operation Planning System
M-Day - Mobilization Day
MMP - Master Mobilization Plan (issued by DoD)
OJCS - Office of the Joint Chiefs of Staff
OPM - Office of Personnel Management
OPLAN - Operation Plan
OSD - Office of the Secretary of Defense
TPFDL - Time-phased Force Deployment List
USES - United States Employment Service (DoL)

APPENDIX S

DEFINITIONS

Cross-leveling. A decentralized Army mobilization personnel management system that provides for the assignment or transfer of military personnel within a major command at an installation at unit or installation direction.

Cross-training. Training designed to qualify a person in a new, additional skill, to increase assignment flexibility.

Detailing. Using available people to perform duties not necessarily related to their assigned skill specialty to meet temporary or emergency needs.

Dictionary of Occupational Titles (DOT). Listing of occupational titles, codes, and descriptions issued by the department of Labor. Local U.S. Employment Offices use the DOT to match candidates with positions when filling job orders for civilian labor.

Filler personnel. One of a number of individuals, officer or enlisted, required to bring a unit, organization, or approved allotment to authorized strength.

Functional manager. Manager of a particular function, such as maintenance or security. In mobilization planning, the functional manager issues guidance on the concept of operations and assists manpower and personnel planners by specifying workload requirements, setting manning priorities and time-phasing, and planning personnel realignment actions.

Individual Mobilization Augmentees (IMA). Pretrained individual reservists who are preassigned to an active unit to which they will report on mobilization. IMAs are part of the Selected Reserve.

Individual Ready Reservist (IRR). A member of the Ready Reserve not assigned to the Selected Reserve and not an active duty.

In-service civilian employees. Direct-hire federal employees. The term is sometimes used to identify how a function is to be performed; for example, by use of "in-service" as opposed to contracting to perform a particular function.

Job engineering. Restructuring the work processes of a particular position to meet the needs of the functional manager. In mobilization planning, job engineering can be used to simplify or break down the elements of a job into more readily obtainable skill levels, thereby making recruitment and training of workers easier.

Manpower Requirements. Human resources needed to accomplish specified work loads of organizations.

Manpower Resources. Human resources available to the Services which can be applied against manpower requirements.

Mobilization. The act of preparing for war or other emergencies through assembling and organizing national resources. 2. The process by which the Armed Forces or part of them are brought to a state of readiness for war or other national emergency. This includes activating all or part of the Reserve Components as well as assembling and organizing personnel, supplies, and materiel.

a. selective mobilization - Expansion of the active Armed Forces resulting from action by Congress and/or the President to mobilize Reserve Component units, Individual Ready Reservists, and the resources needed for their support to meet the requirements of a domestic emergency that is not due to an enemy attack.

b. partial mobilization - Expansion of the active Armed Forces resulting from action by Congress (up to full mobilization) or by the President (not more than 1,000,000) to mobilize Ready Reserve Component units, individual reservists, and the resources needed for their support to meet the requirements of a war or other national emergency involving an external threat to the national security.

c. full mobilization - Expansion of the active Armed Forces resulting from action by Congress and the President to mobilize all Reserve Component units in the existing force structure, all individual reservists, retired military personnel, and the resources needed for their support to meet the requirements of a war or other national emergency involving an external threat to the national security.

d. total mobilization - Expansion of the active Armed Forces resulting from action by Congress and the President to organize and/or generate additional units or personnel, beyond the existing force structure, and the resources needed for their support to meet the total requirement of a war or other national emergency involving an external threat to the national security.

Operation Plan (OPLAN). 1. A plan for a single or series of connected operations to be carried out simultaneously or in succession. It is usually based upon stated assumptions and is the form of directive employed by higher authority to permit subordinate commanders to prepare supporting plans and orders. 2. The designation "plan" is usually used instead of "order" in preparing for operations well in advance. An operation plan may be put into effect at prescribed time, or on signal, an then becomes the operation order.

Personnel. People used to fill manpower positions.

Ready Reserve. Units or individual reservists liable for immediate involuntary recall to active duty either by the President (with or without declaration of a state of national emergency) or by the President and Congress (if Congress declares a state of war or national emergency). The Ready Reserve includes Selected Reserve Units, Individual Mobilization Augmentees, and and Individual Ready Reservists.

Refresher training. Training designed to bring a person's qualifications up to date in a previously assigned skill.

Replacements. Personnel required to take the place of others who depart unit.

Reserve Components. The Army National Guard of the United States, the Army Reserve, the Naval Reserve, the Marine Corps Reserve, the Air National Guard of the United States, the Air Force Reserve, and the Coast Guard Reserve. In each Reserve Component there are three reserve categories, namely: a Ready Reserve, a Standby Reserve, and a Retired Reserve. Each reservist shall be placed in one of these categories.

Retraining. Training designed to qualify a person in a skill not previously assigned.

Selected Reserve. The portion of the Ready Reserve consisting of units and individual reservists required to participate in inactive duty training periods and annual training, both of which are in a pay status. The Selected Reserve also includes persons performing initial active duty for training.

Standby Reserve. Those units and members of the Reserve Components (other than those in the Ready Reserve or Retired Reserve) who are liable for active duty only as provided in 10 USC 273, 672 and 674.

Sustaining force. The manpower or personnel needed to provide continuing support of combat forces. It includes the manpower associated with logistics, production, training, and all other support functions needed to support deployed and employed forces at wartime levels of activity. Sometimes called continuing or residual force.

Time-phased Force Deployment List. Information concerning units that deploy in support of an operation plan, including unit type, time-phasing, and destination data, prepared in accordance with the JCS Joint Operation Planning System.

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